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ABSTRACT

The case for public school administration of federally-funded early childhood and day care services and an action plan for promoting it are presented in this manual prepared by the American Federation of Teachers (AFT) Task Force on Educational Issues. Arguments in support of an AFT-proposed amendment to the Child and Family Services Act under Congressional consideration are based on a national need for expansion of day care, coinciding with recent public school staff surpluses and under-utilization of space. Growing child care needs of working women and single parents are cited. In the discussion of advantages of public school sponsorship, it is claimed that the overall picture of the field is one of inadequate services. Deficiencies in existing facilities are described, as well as inadequate training and certification procedures and shortcommings of profit-making programs. Public school prime sponsorship is seen as simplifying administrative needs and promoting general accessibility. Related issues discussed include: costs of providing early childhood and day care programs; recommended standards for teacher education, certification and training; and parent involvement and education. (BF)

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Members of the AFT Task Force On Educational Issues

Patrick Daly, Task Force Chairman,
Dearborn Federation of Teachers

Stephanie Childs, Philadelphia Federation of Teachers
Sandra Feldman, United Federation of Teachers, New York
Richard Manley, Lockport Teachers Federation
Joseph Moren, Hibbing Teachers Federation
Miles Myers, California Federation of Teachers
Charles Santelli, New York State United Teachers
Robert Sherman, United Faculty of Florida
Ruth Spencer, Portland Federation of Teachers
Thomas Starnicky, Chicago Teachers Union

Task Force Staff

Eugenia Kemble, Task Force Chairwoman

Robert Bhaerman, Director of Educational Research
Marilyn Rauth, Assistant Director of Educational Research
John Oliver, Director of Collective Bargaining Services
Gerry Morris, Assistant Director of Collective Bargaining Services
Larry Sibelman, Director, Department of Organization

special assistance on this manual given by:

Paula O'Connor, Editorial Department, *American Teacher*

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PUTTING EARLY CHILDHOOD AND DAY CARE SERVICES INTO THE PUBLIC SCHOOLS

The Position of the American Federation of Teachers

and

An Action Plan for Promoting It

A Manual for AFT Leaders
Prepared by

The AFT Task Force
On Educational Issues

Winter 1976

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PREFACE

The compelling need for this nation to expand its early childhood and day care services is one that has been recognized for a number of years. Until recently, there has been little hope that any kind of national program could be created to meet it. Even now the odds are against the emergence of a comprehensive national effort unless a powerful political coalition can be put together to support federal initiatives in this area. In recognizing the importance of the issue and by carefully piecing together a national position that would combine the job needs of its members with the day care needs of the nation, the American Federation of Teachers has taken on the job of putting together the necessary political forces to gain legislative support for a national program.

The Child and Family Services Act is a bill currently before both houses of Congress. Like its most recent predecessor, the Child Development Title of the Economic Opportunity Act which was vetoed by President Nixon in 1971, this bill offers federal funding for a wide variety of programs under a wide variety of sponsors including profit-making enterprises and many other operations. Given the failures of most state and federal regulating mechanisms, most of these are of inferior quality. The American Federation of Teachers has argued that the best way to insure quality programs and to clear away the confusion and overlap that result from multiple federal delivery of early childhood and day care services is to have new services funded under the bill delivered through the public school system. In legislative and delivery terms, the public schools would become the presumed prime sponsors of programs funded under the act.

The AFT maintains that a Child and Family Services Act, amended to provide for presumed public school prime sponsorship, would represent the first real step toward the creation of a universal child care program that is both free and voluntary. The AFT also recognizes that the anticipated funding levels under the bill — even if they were as high as the $2 billion a year the AFT is recommending — would be a drop in the bucket compared to what is needed. This means that even if the bill is funded it must be viewed as a catalyst — a beginning program which must succeed and be expanded, but which can also serve as a model to states and localities of the kind of effort they can supplement and build upon. With a national program in place, local governments will be much more likely to receive and respond to parental pressures for similar additional services.

Amendment and passage of the Child and Family Services Act, then, becomes an important key to future growth if our hope that other levels of government may join in supporting expanded early childhood and day care programs is ever to be realized. It is also vitally important if the federal government is to play a leading role in defining what a quality program should be and establishing the legitimacy of that program as a preliminary to be copied.

For all these reasons, the American Federation of Teachers has decided to take the lead in creating an interest in the present bill. Since August 1974, when the present legislation was first introduced, the proposal I made that it be amended to provide for public school prime sponsorship has created a flurry of discussion within day care and public education circles. Many existing quality day care providers misinterpreted the AFT's position to mean that they should close up shop. Inferior programs and those operated by franchises, chains, and other profit-makers recognized the AFT's proposal as a threat to their continued existence and began openly fighting the union's approach. In the meantime, many of those conservative forces that have been against day care for years began mounting an attack against any kind of federal day care effort as "a threat to motherhood and the family." To add to all of this, President Ford has said that he will veto any such bill as inflationary.

The picture that this creates is that of a potentially good bill confronted by a good deal of controversy, an unfriendly administration, and a well organized conservative lobby. But there is hope as well. Much of the education community -- the National School Boards Association, the National Education Association, the National Congress of Parents and Teachers, the Chief State School Officers, the American Association of Colleges of Teacher Education, and the Education Commission of the States, as well as the AFT -- have expressed an interest in the bill largely as a result of the AFT's position on public school presumed prime sponsorship. The powerful AFL-CIO has taken a position in support of public school delivery of programs funded under the bill. This collection of groups is the same collection of groups which overrode a Presidential veto of the 1976 Education Appropriations Bill in the fall of 1975. Both its history and potential are impressive.

This bill will not get amended and passed, however, simply because a number of strong organizations have resolutions on their books. Members of the American Federation of Teachers will have to take the kinds of discussions it has begun nationally to the local level. More resolutions will have to be passed, and more discussions will have to follow them. Numbers of letters must be sent to Congressmen. Publics which are interested in this issue must be enlisted -- women's groups, students and other constituencies in need of day care. AFT Locals and State Federation Presidents will have to encourage this process. They will have to use the current discussion over federal funding for public school sponsored programs as a basis for additional talks and action centering on state and local initiative.

This manual is being published by the American Federation of Teachers to assist its state federations and locals in waging a campaign to change the Child and Family Services Act to provide for public school prime sponsorship of funded programs and to obtain passage of the bill once these changes are made. This will undoubtedly be a long fight but it is one in which we must engage. Public service day care and early childhood programs are something which most observers agree are an inevitable part of our future. The important thing now is for the AFT to lead the way in defining these services as public school services and in shaping future programs to reflect the scope and quality which the public schools can best offer. If the AFT does all of this, it will also be outlining a new role for the public schools and for many present and future teachers, many of whom are now searching for services to perform. All of this will require work. Hopefully, this manual will be used well.

Albert Shanker
President

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1. INTRODUCTION

This manual is intended to provide AFT leaders with a working knowledge of the organization's position on early childhood and day care programs as one component of the Educare position passed unanimously by the 1975 AFT Convention. It contains a general discussion of the AFT rationale for why it makes sense to press for new initiatives sponsored by the public school system. It also presents a series of specific discussions on a number of issues related to the general position. These discussions can be read and used independently of the overview. The subjects to which they are directed relate to numerous questions or misunderstandings that have emerged, possibly due to lack of clarity in the AFT view as it has been presented thus far. Undoubtedly, more issues will be raised during the course of the campaign and these may be dealt with in additional sections designed to fit this format.

The manual is the first comprehensive work of the AFT Task Force on Educational Issues, a group of AFT leaders and educational specialists who come from various regions of the country. This group was appointed by the AFT President at the recommendation of AFT Vice Presidents during an Executive Council meeting in the spring of 1975. The content of the manual reflects the opinions of Task Force members on what aspects of the AFT position needed further development as well as their notions of what AFT locals and state federations were equipped to do in beginning and sustaining a campaign. The AFT national staff put these ideas into usable form. It is hoped that the manual will be of crucial assistance to AFT leaders and members in working to gain a universal early childhood and day care program.

II. The AFT Case for Putting Early Childhood and Day Care Services into the Public Schools

A fast-developing awareness of this country's expanding need for day care and early childhood education services is meeting head-on with recent conditions of staff surplus and underutilized space in the public schools. This is largely a result of the fact that the American Federation of Teachers has taken the two sets of conditions and put them together to form a highly controversial position that programs funded under the recently proposed Child and Family Services Act should be administered by public school systems where they are willing and able to take on the responsibility. The American Federation of Teachers did not take this position lightly. In a period when public schools are generally under attack it could have predicted the furor which did, in fact, come -- largely from interests whose very existence depends on maintaining a healthy public relations distinction between themselves and the public schools. Nevertheless, the AFT chose to move ahead. Its reasons are both complex and important and deserve full airing in a manual on how and why to promote this controversial position.

Why Expand Early Childhood Education?

There are two main substantive reasons why early childhood and day care programs should be expanded that reach beyond the operational feasability created by empty classrooms and a surplus of employable, trained teachers. One has to do with the growing needs of working women and single parents for child care aid. The other relates to an ever-increasing body of knowledge on the importance of enrichment during the early years to children's growth and development. Bearing on these central reasons are a number of other important considerations having to do with child abuse and neglect, poverty and work, and social forces causing disintegration of the family.

For a number of reasons, some having to do with a desire to work, but more often reflecting the need for many families to earn a second income, more American women are working and consequently need child care and education for their children. The U. S. Dept. of Labor estimates, for example, that over 26 million children under 18 years old had mothers who were working or looking for work in 1973. Nearly 6 million of these children were under six years old. In 1960, 15.7 million children under 18 had working mothers, and about four million of these children were under age six. Senator Mondale himself pointed out in his introductory statement on the Child and Family Services Act that there are only about one million spaces available in licensed day care programs for pre-school children whose mothers are working. This leaves a need for at least 5 million licensed day care slots -- and that is only for children under 6. It would take many more to address the after school needs of children already in school.

Even these statistics do not take in all the categories of children who require such services. Windows on Day Care, a report by Mary Dublin Keyserling, based on survey findings of the National Council of Jewish Women, adds many other groups of children to its estimates of those in need of day care: 2½ million children under six whose mothers do not work but are from families in poverty; handicapped children; children of mothers who are students or are in work-training programs; and children of families who simply want sound, educational day care. Professor Urie

Bronfenbrenner of Cornell University presented an even more startling set of statistics in his recent testimony before the joint Congressional hearings considering the Child and Family Services Act. Among the items he pointed to were the following:

*Over half of the mothers who have gone to work have school-age children; one-third have children under six; 30% have infants under three; two-thirds of these mothers who are working are full time.

*Today one out of every six children under eighteen is living in a single parent family.

*Single parent families are often created on a permanent basis since the remarriage rate is substantially lower than the rate of divorce in families involving children and this differential has been increasing over time.

*The rise in single parent families is closely related to the sharp rise in the number of unwed mothers.

*The above changes are occurring more rapidly among younger families with younger children and are more prevalent among the urban, economically deprived. Among families with children under eighteen and incomes under $4000 the proportion of single parents rose over the past six years from 42% in 1968 to 67% in 1974. In central cities the rate of family disruption for those at this income level was over 80% of families - both white and black.

Most would agree that this set of circumstances points to the need for expanded early childhood and day care services as a family aid. What is less obvious, especially to those who attack such programs on the grounds that they are family weakening and a threat to motherhood, is the likelihood that new federal child care programs would strengthen the ability of families to cope with the difficulties of single parent existence. In the case of poor families such programs might enable those on welfare to work, thus upgrading their economic self-reliance and self-respect. Similar needs are being felt by middle class families which, as Bronfenbrenner and others have noted, are rapidly following their poorer neighbors into patterns that include larger and larger proportions of working mothers, single parent families and children born out of wedlock.

Complementing the needs of working women and single parent families for more and better child care services is a growing recognition of the importance of the early years to children's intellectual and social development. Though experts differ on how this is measured -- and indeed, many of them disdain measuring it at all -- study after study point to the crucial role this period plays in the total development of the child. Such recognition is at the very heart of the spreading demand for expanding quality child care services. It is based on the work of such well known child educators and psychologists as Benjamin Bloom, J. McVicker Hunt, Jerome Bruner, and Jean Piaget.

Indeed, some experts like Burton White, Harvard psychologist, suggest that unless a child gets the right care between infancy and the age of three, whatever happens after that may build upon a permanently weakened base. A program called the Brookline Early Education Project (BEEP), that he was largely responsible for starting in the Brookline, Massachusetts, public schools, begins offering parents advice on child raising and development as soon as their babies are brought home from the hospital. The program provides early screening and diagnostic services as well as professional consultations and parent education, all of which are a reflection of its sponsors' commitment to the importance of the early years.

While experts differ on what proportion of intelligence is determined in the preschool years and some suggest that children possess many abilities to catch up despite early deprivation, none discount the importance of the formative years in laying a strong developmental foundation for later social, emotional and intellectual growth. And, while this recognition has been widely acknowledged for some time, social policy certainly does not reflect it yet.

There are also numerous social problems which point directly to a need for day care and early childhood services. Parental neglect of the "latch-key" child -- the young child who comes home from school and lets himself into an empty house with a key that he wears around his neck -- is one of them. The widespread incidence of child abuse and neglect is another. Half of the reported cases in this area occur among children who are below school age. Some of the more creative thinkers on this subject, such as Dr. Henry Kempe, professor of pediatrics and director of the National Center for the Prevention of Child Abuse and Neglect at the University of Colorado, have proposed the development of "crisis nurseries" where children of troubled families could be dropped off during times of great family stress. The existence of more conventional preschool and day care programs would undoubtedly help forestall the development of many of the stressful situations that lead to child abuse. They could also provide services for school-age youngsters that would otherwise return to empty, unsupervised homes.

If the needs for expanded early childhood education and day care services are so obvious, it is reasonable to wonder why we do not have them yet. And, whatever the reasons for the failure of social policy thus far, it it also reasonable to wonder why it is worth it to try even now to obtain a national program focused on these priorities. In other words, what is it about the present circumstances that makes pressing for new initiatives in early childhood and day care a worthwhile enterprise?

In making its decision to focus major attention on the early childhood and day care issue, the American Federation of Teachers carefully considered all of the foregoing reasons for why programs are needed -- the growing needs of single parents and working women for quality child care; the need for family support systems, such as day care; the widely acknowledged importance of the early years to child development; the incidence of child abuse and neglect and the possible relationship of these factors to the lack of good early education programs. The AFT also looked at contemporary conditions in the public schools and found a number of obvious reasons why public school sponsored early childhood and day care might be a good idea. To begin with, the possibility of two qualified teachers existing for every job is a looming reality. It becomes increasingly obvious that classrooms are emptying and schools are closing all over the country as baby-boom children move through and out of them. Between 1965 and 1973, there was a 13% drop in elementary and secondary school enrollment creating seven million vacant school spaces. The AFT decided that it made sense to look at these resources in terms of new program options, such as putting early childhood and day care programs into the public schools. In other words, why not retrain those teachers who need it, add new teachers and use some of the available school space to create early childhood and day care programs? Obviously, this does not present a picture that would allow for all the program variations desirable -- they would have to be adjusted to allow for a Brookline Early Education Project, for example — but they would certainly provide for a basic and sound beginning.

In proposing that empty classrooms be filled with early childhood programs led by many teachers who are looking for new areas to work in, the AFT was really opening the door to the larger issue of the role of the public schools vis-a-vis major public service possibilities in this area. Obviously, there were more questions to be both raised and answered if the idea that the public schools should take on this responsibility was to be dealt with seriously. The first and most immediate question became: why suggest a different administration for early childhood and day care services than the one that already exists? If more services are necessary, obtain the money to support them, but why turn the whole operation over to the public schools? These questions go to the heart of the AFT's proposal. They are addressed to the most controversial part of the AFT's position that public schools should be the presumed prime sponsors of federally funded early childhood and day care programs. Substantiating the claim that the public schools could do a better job obviously must begin with a look at what we now have.

Why the Public Schools Should Sponsor Early Childhood and Day Care Programs

A. The Quality and Complexity of What Exists

While some quality day care and early childhood programs have managed to emerge under present arrangements, there is little disagreement among those who know the field that the overall picture is one of inadequate services. The best known report on day care quality was published by the National Council of Jewish Women in 1972. "Windows on Day Care," written by Mary Dublin Keyserling, is the result of a comprehensive survey of 431 profit-making and non-profit day care centers, including Head Start Programs. Making their judgements on the basis of such characteristics as the size of the center, the buildings in which centers were housed, the degree of integration, staff qualifications, child-adult ratios, staff salaries, parent involvement, transportation and the quality of educational programs, surveyors concluded that half the profit-making centers could be considered "poor," and about a third characterized as "fair." All the proprietary centers observed provided care that was essentially custodial. Non-profit centers fared somewhat better with just over half qualifying as "fair" and another 28% as "good." Even many of these did not do much more than offer custodial care with minimal program range.

Another report, Early Schooling in the United States, published by the Institute for the Development of Educational Activities (I/D/E/A), also found most of the day care centers it observed to be inadequate in terms of numbers of kinds of activities and program quality. In cataloging and checking for all the kinds of activities that could take place in preschool, the report's authors found that most programs which they looked at were heavily concentrated in a few of the more obvious activities like blocks, naps and outdoor play. Incidentally, the I/D/E/A researchers also found significantly higher program quality in the public school kindergarten programs. They attributed the difference to the fact that these programs were part of the educational mainstream by virtue of their connection to public schools, and not isolated like many preschool programs. Additional, more specific information supplements these general observations. With regard to quality of staff, for example, Early Schooling in the United States blamed inferior program quality on the inadequate professional training received by most staffs. Both this report and Windows on Day Care attributed low staff qualifications to the fact that most states have inadequate licensing provisions. "Child Care Data and Materials," a report of the United States Senate Committee on Finance, gives a state-by-state breakdown of staff qualifications; in many states they are as little as the stipulation that a prospective candidate be "equipped for work required."

As for licensing, where it exists in law, it is often ignored in practice. Unfortunately, HEW has not enforced the Federal Interagency Day Care Requirements, a rather general set of regulations aimed at quality control, and defers to the states on most licensing questions. Most states have minimal regulatory mechanisms to insure quality programs. A recent HEW audit of day care programs called "The Review of Child Care Services Provided Under Title IV, Social Security Act," shows the discrepancy between regulations and practices. Of 552 centers and private homes providing day care in nine states, the report found that 425 did not meet minimum health and safety requirements. Over a third of the sample did not meet minimal child/staff ratio requirements. Not surprisingly, the authors of the report blame much of this inadequacy on the fact that much federally funded day care is administered by different agencies, making the monitoring process virtually impossible. Add to this the tendency of federal programs to defer to state licensing and other undeveloped quality control mechanisms and the result is inadequately supervised, poor quality service.

Poor licensing provisions lead logically to still another set of factors contributing to low quality. If staff qualifications are low and if licensing provisions go unsupervised, it is only natural that staff will be low-paid and that they will be unprepared to do the necessary professional job that dealing with young children requires. Low wage scales will never attract the best qualified people. It must also be noted that in all the reports cited, the profit motive seemed to provide the greatest incentive for ignoring standards, hiking child-staff ratios, maintaining low staffing qualifications and minimizing program offerings. The indefensible use of public monies to support profit-making programs is compounded by the fact that these programs offer the worst services. (See Section G of this manual for a more detailed discussion of the profit-makers.)

It is really no surprise that the quality of most day care and early childhood services has never been very high, given the providers to which most programs have been directed. One of the reasons most of these programs have been defined historically as custodial, as opposed to educational, is because the reasons for their creation have never sufficiently considered the children themselves. The first major expansion of federally-sponsored day care services came during World War II when such programs were conceived of as a way of either freeing mothers to work or providing them with incentives to do so. In the 1940's, the day care idea was pointed at enabling mothers to work in the defense industry. Next came the day care programs funded under the Social Security Act, and these were directed largely at providing incentives for the welfare recipients to work. By the 1960's the idea that such programs ought to also be educational was beginning to gain ground, but even Head

Start, the darling of the Johnson years, was still aimed primarily at poor children and was still inadequate in terms of educational program. As long as public day care continues to be defined as a poverty program geared to work incentives or tied to income levels, it will probably continue in a custodial vein, there being little pressure from the middle class mainstream to upgrade and broaden it.

Quality issues having to do with certification, licensing, child-staff ratios, program content, and the consumers to which most programs have been directed are further complicated by the complexity of federal delivery systems. In fact, the confusing array of overlapping federal programs makes enforcing any kind of quality standards a virtual impossibility. When this difficulty is added to the all but incomprehensible variation of state programs and local configurations, keeping a quality watch on the day care picture with any accuracy becomes an impossible feat.

Changing this picture must begin with some familiarity of what it now contains. A simple presentation of this mish-mash of bills, bill titles, administrative agencies, program concentrations and qualifications and local models ought to be enough to demonstrate why it is impossible to enforce quality standards or coordinate services under existing arrangements. Estimates on how many federally sponsored early childhood and day care programs actually exist range from 60 to 310. The Education Commission of the States suggests that as many as 18 federal agencies administer these programs, among them Agriculture; the American Printing House for the Blind; Commerce; Federal Housing Administration; Government Printing Office; Health, Education and Welfare; Housing and Urban Development; Intergovernmental Relations; Interior; Justice; Library of Congress; National Endowment for the Arts; National Science Foundation; Small Business Administration; Veterans Administration; etc. Programs regulated by these agencies face additional coordination problems on the state and local level where federal funds are used to supplement state and local designs which are themselves variable and complex.

(Section B of this manual contains a bill-by-bill description and accompanying charts of the most important legislation funding early childhood and day care programs.) Obviously, not all of the relevant legislation is described here. Even in the bills that are described, titles which are not central but which may support day care services have been left out. The purpose is to present an idea of what the administrative and governmental complexity is, not to give every last detail of the evidence.

In looking at the charts in Section B and reading the "Key Points" list which accompanies each one, the importance of central problems emerge relating to such factors as: (1) over-lapping governance, (2) qualifications restricted to income, and (3) the pressures of confusing variations in state-federal matching requirements or the difficulty of monitoring quality. There are even philosophical contradictions in the federal effort between the categorical approach behind programs like Head Start and Follow Through and that of the revenue-sharing thrusts of the new Title XX of the Social Security Act, which leaves program determination up to the States.

It must also be noted that the money amounts listed represent total figures for a given bill title, much of which may go to programs which have nothing to do with early childhood education or day care. In the case of the new Title XX, for example, states are expected to draw up comprehensive programs which direct themselves in some way to five general federal goals, only one of which even mentions children.

In considering such problems, one might also wonder why, for example, it makes sense to have Head Start and Follow Through administered in totally different ways -- one through the regional office of HEW's Office of Child Development and one through state and local public education agencies -- especially when Follow Through is supposed to be so closely linked to Head Start in goals and purposes. Since they piggy-back one another it would seem much more logical to administer them both through the public schools. Another question relates to eligibility. Since so many of these programs are intended for the very poor, they do little for the day care needs of the many families who are above income eligibility limits but remain in desperate need of quality programs. And, the fact that governance is a problem hardly needs repeating. In some programs local policy advisory committees are a must (Follow Through); in others, states play a crucial role (Title XX).

Given all of this it is hardly surprising that paper after paper and policy statement after policy statement put out by day care interest groups call for more coordination. The many publications of the Early Childhood Task Force of the Education Commission of the States and the latest proposal of the Day Care and Child Development Council of America all call for coordination of one sort or another. Nationally the Office of Child Development is charged with this responsibility but to date the best that it has been able to do is encourage states to develop coordinating mechanisms via a small effort called the Community Coordinated Child Care Program (4-C) which lacks any statutory base, much money, and therefore any real impact. The total picture adds up to an approximately $1.2 billion federal effort (fiscal year 1974) in the form of an uncoordinated, chaotic array of overlapping early childhood and day care services.

The state picture is a bit simpler in terms of preschool mainly because there is not that much to look at. While as many as 75% of this nation's five year olds are in kindergarten, four-fifths of them in the public schools, not all states are convinced enough of the merits of kindergarten to insist it be provided, and pre-school programs are on much shakier ground. The latest survey of the Education Commission of the States found that the number of States mandating kindergarten only grew from 9 to 14 between 1972 and 1974 even though 34 states have permissive kindergarten legislation. Up to 46 states do put some funding into kindergarten programs but only 11 provide any support for pre-kindergarten. The kindergarten picture is helped somewhat by the fact that localities often sponsor their own programs.

Of the states where AFT has substantial membership only California, Massachusetts and Pennsylvania have any kind of state supported early childhood program. In fiscal year 1974, California put over 20 million dollars into a pre-school program for disadvantaged children which offered medical, social and nutritional services along with day care. Pennsylvania supports kindergarten for both four and five year olds, and any district may provide two years of kindergarten. Massachusetts spent 31 million dollars in fiscal year 1974 for both kindergarten and pre-kindergarten programs. Twenty percent of the state's communities provide public pre-kindergartens that begin at 4 years of age.

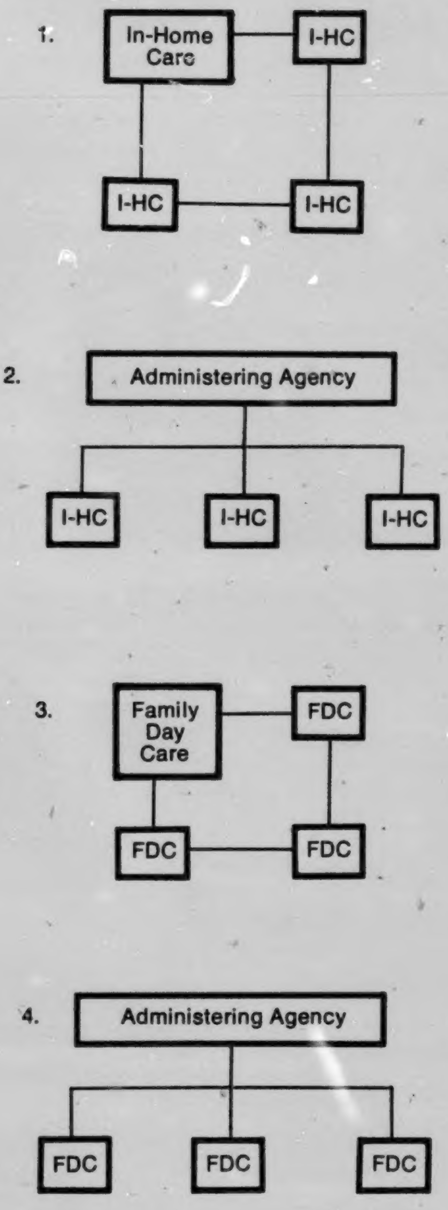
When it comes to day care and early childhood programs, then, with a few exceptions, the state role at this point is primarily one of administering what federal funds there are except in those cases where the regional arm of the relevant federal bureaucracy does so (see Section B for descriptive examples). What comes out at the local end is a variety of program models representing a myriad of complicated forms and with differing governing structures. A recent HEW collection of background materials put out for a special conference by a subcommittee of the HEW Secretary's Advisory Committee on the Rights and Responsibilities of Women gives a good description of their potential variety. Most child care falls into one of three basic models. In-home care is provided in the home of the child being cared for and may include the caregiver's own children. Family day care homes are in residences and provide care for the children of more than one family. Day care centers are generally outside homes but may also be homes where more than 13 children come for day care. The following descriptions are taken directly from the subcommittee's materials:

Key: I-HC means In-Home Care
FDC means Family Day Care Home
DCC means Day Care Center

"Programs can operate as independent units or can be combined and work as systems. One approach which is beginning to be successful is the family day care system. A number of individual family day care programs are combined under a referral and administering agency which refers children to the homes, provides health, educational, in-service training, and other support services to the child and the caregiver in the programs.

Programs can be grouped with similar programs like the example given above, or organized to operate with unlike programs, *e.g.*, family day care grouped with day care centers. The following identifies the options which exist when like programs are combined, referred to as day care systems; and when unlike program models operate together, they are referred to as mixed child care systems.

Examples of Organizational Models For Child Care Systems



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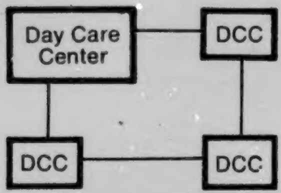
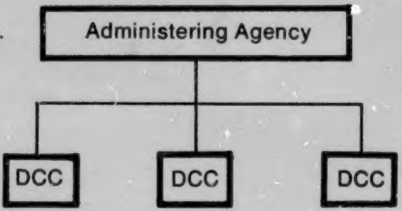

Day Care Center
DCC
DCC
DCC

6.


Administering Agency
DCC
DCC
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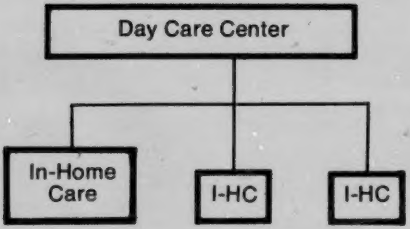
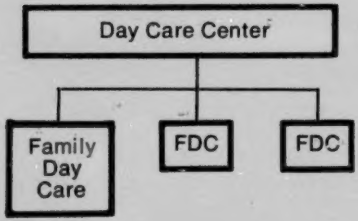
Examples of Organizational Models For Mixed Child Care Systems

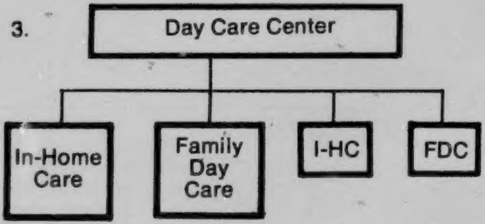
1.


Day Care Center
In-Home Care
I-HC
I-HC

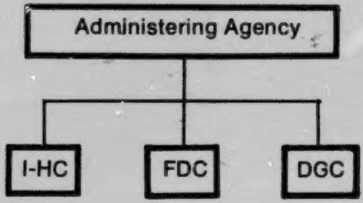
2.


Day Care Center
Family Day Care
FDC
FDC

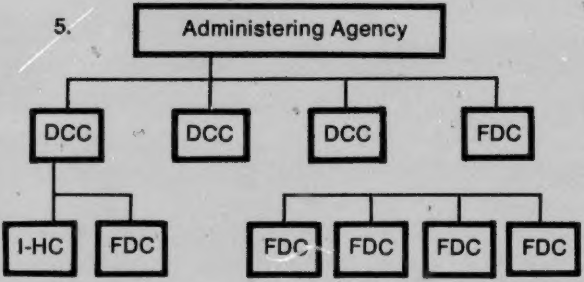
3.


Day Care Center
In-Home Care
Family Day Care
I-HC
FDC

4.


Administering Agency
I-HC
FDC
DGC

5.


Administering Agency
DCC
DCC
DCC
FDC
I-HC
FDC
FDC
FDC
FDC
FDC

Most child care programs are organized so that children use only one type of child care. If they are in a family day care program, they normally do not receive care either in center-based programs or in their own homes on a scheduled basis. In informal situations, where child care arrangements are individually arranged, children may be cared for in a variety of environments. For example, a child attends a center-based program four mornings a week and spends her/his afternoons at a neighborhood family day care program and is cared for by a babysitter in her/his own home on the fifth day."

Obviously, the running of a day care operation involves, in many cases, the difficulty of applying for and combining multiple federal funds and coming up with a local operating design that fits varying needs and schedules. It is not surprising under these circumstances that state and federal quality controls mentioned earlier are often ignored and rarely enforced, problems which the Subcommittee's report is careful to point out.

Nor is it surprising that multiple administration often creates a situation in which appropriated funds go unused and what could be extremely useful programs are never fully implemented. In his testimony before a joint meeting of the House Select Subcommittee on Education and the Senate Subcommittee on Children and Youth, AFT President Albert Shanker pointed to a number of unfortunate examples of this phenomenon:

1. The Early and Periodic Screening, Diagnosis, and Treatment Program has screened only 10 percent of a possible 10 to 13 million children under 21 for possible physical defects. The purpose of the program was to provide children who are eligible for Medicaid with preventive health care. HEW has not been able to persuade the states to implement the program Congress authorized seven years ago.

2. The Supplemental Security Income Program is intended to provide monthly cash payments to disabled children. The payments vary according to a family's income and the nature of the disability. HEW estimates that only 65,000 out of a possible 250,000 eligible children are now receiving these payments. Children receiving SSI are automatically eligible for Medicaid and would also be provided with vocational training. No effective outreach programs now exist to find these children.

3. $900 million appropriated for state social-service programs went unspent during 1973. The $2.5 billion allocated to social services through Title IV-A has been the largest federal source of day-care money. Only a little more than half the money was actually spent.

In the end the delivery question becomes a matter of governance. As long as federal legislation and administrative regulations continue to provide for governing mechanisms that range from individual entrepreneurs to local policy councils to public school boards, services will remain fragmented and unmonitored. Every day care center or service will have its own form of control and every interest that participates in that control will want it to stay the way it is. At present, federal day care amounts to an organized confusion of competing systems that will never be able to provide comprehensive service no matter how much coordination is attempted. A single, democratically-controlled structural entity should be given the responsibility of administering new day care and early childhood services if there is ever to be a program that will meet national needs. The only structure available to do that job is the public school system.

B. What the Public Schools Have To Offer

Given the demand for quality day care and early childhood programs, and given the seriously inadequate range and caliber of services offered under existing federal and state programs, the idea of using the public schools as sponsors has an added attractiveness. Most of the advantages of public school prime sponsorship of early childhood education and day care stem from the benefits of coordinated, single-system delivery. For example, the public school system offers an existing set of quality regulations like certification standards, building codes and resource minimums and while many of these would have to be adapted to the specific requirements of early childhood programs, the fact that their foundation is in place makes applying them to a new range of programs that much easier.

To begin with, using the public school system does not necessitate the creation of a whole new administrative bureaucracy as is presently provided for in the Child and Family Services Act. Title I funds are currently distributed directly to local education agencies in a relatively simple fashion. There is no reason why funds under the new bill or those provided by states could not be handled in a similar way. And, using the school system as the basis for new programs would allow for a cohesion in governance and support that has never existed in the day care field. Day care groups would logically tend to consolidate their efforts and focus on the schools in demanding more and better services.

Using the public school system would naturally guarantee democratic control of programs. Parents would be encouraged to play an advisory role and be closely involved. Good programs would even provide parent education components (See Section F on Parent Involvement). But, all taxpayers would have a say and an interest in maintaining quality if programs were governed by local school boards that are either elected or appointed by elected officials. And, where public school systems are unwilling or unable to support programs, other public or private non-profit entities could provide the services, assuming they meet federal requirements, state licensing and other standards.

Administering programs through the public schools does not mean that they will all look alike or that their substance will simply represent a "downward extension of schooling," as some have charged. (See Section E on Program Flexibility). There is no reason why all programs must be lodged in school buildings, though the widespread existence of available space makes this a logical place to put many of them. Since these programs will be voluntary, parental choice will play a major role in the determination of their variability. Some programs will be conducted in day care centers, some in homes and some in other places. They may fit any of the models described in the Subcommittee report cited earlier, assuming they are approved by the local school board and provided they comply with the standards and codes the school system applies to them. In fact, there is no reason why existing programs which meet standards or which choose to upgrade themselves cannot come under the public school umbrella. Where school systems decide not to operate programs they could be "by-passed" and other prime sponsors could be designated to do so.

Whether these programs are administered by the school system or some other prime sponsor, they could be endlessly variable within the limits of quality set by school boards or the bill. They will undoubtedly range in philosophy and program type. Some will probably follow the precepts of Maria Montessori, some Jean Piaget. Still others will be eclectic in their approach. In determining all of this, parents will play an important advisory role.

Public school delivery might also mean greater accessibility of day care services to parents. Many existing day care operations are confined to commercially zoned districts outside residential areas. Putting them in the schools would enhance their convenience, especially for parents who might have older children in the same school. Parents could simply contact the public school system for the location of centers, thus avoiding the difficult searching out and checking of facilities many of them are now forced to do.

At present the Child and Family Services Act provides for multiple services for children including day care programs and health, diagnostic, food, nutritional and family services, among others. If the school system would act as a single coordinating agency for these services by contracting with other public agencies, such as the health or welfare department of a given locality, it would be in an ideal position to deliver comprehensive programs. In fact, there is no reason why the school system could not contract for similar services now funded under other federal child care titles and thus act as the unifying agent of a federal early childhood and day care effort at the local level where comprehensiveness is most important. Public school coordination and delivery of such services would also make them more accessible than they are now. Single system public school delivery could help prevent the underutilization of such programs as The Early and Periodic Screening, Diagnosis and Treatment Program, and The Supplemental Security Income Program cited earlier.

Such public school coordination will inevitably have a positive effect on costs. As Section C on costs shows, the present structure of day care delivery -- over 60 federal agencies and between 30 and 40 state and local agencies -- has to mean that a disproportionate share of what could be used directly on services is going to administrative costs at the federal, state and local levels. Even the centers themselves, which have to maintain a constant watch on the shifting nuances of federal funding, must spend money for this watch-dogging that could be used to employ staff or buy materials - resources that would have a direct impact on children. Single system delivery would mean putting most of the money into the programs themselves where it can do the most good.

Using the public school system would raise a number of other issues related to program improvements that are now easily ignored. For example, adherence to the staffing, licensing and other codes comparable to those provided by most school systems would force day care to confront the issue of quality. Should administering new early childhood and day care programs become the job of the public schools, states would have to direct their attention to coming up with certification standards to apply to the staffing of such programs -- a process in which they now play a minimal role, if they do anything at all. Localities would also probably want to consider establishing quality child/staff ratios for funded programs, though those mandated in the Federal Interagency Day Care Requirements do provide minimums for federal programs which they might use as a floor. And, building codes and health standards make the public school system a more uniformly high quality place to put such programs. An added plus is that the methods and procedures for implementation in all these areas already exist in the public school system.

Perhaps the most important virtue of the public school system over other forms of administration is the potential it offers for building a free and universally available early childhood and day care system -- a goal that will remain elusive as long as the administration of these services remains fragmented and confusing. Having a single type of administration can encourage the unification of all those day care advocates that now spend so much time fighting each other. Unfortunately, the AFT will initially have to make what appears to be an internecine fight to get this point across. But if free and universal quality care is a goal worth working toward to replace the different-services-for-different-groups approach we now have, then the argument will have to be made and the AFT will have to weather what should amount to only a temporary storm of unpopularity.

C. Areas in Need of Development if the Public Schools are to Assume Responsibility for Early Childhood and Day Care Programs

While the existing features of public school systems offer the best immediate guarantors of quality, there are aspects of the new programs that school administrations will have to consider and adjust for in deciding to provide early childhood and day care services. None of these present insurmountable problems and how each of them is handled will depend a great deal on local decision-making. The American Federation of Teachers does not intend to present a blueprint of recommendations with regard to these issues, but does wish to acknowledge their existence and importance.

The first and most obvious of these is the need for such programs to provide for a longer school day and a longer school year (see Section C on Costs for a fuller discussion of this issue). Day care programs must allow for a school day of 10 to 11 hours and a school year of up to 320 days. These extensions of time will, in turn, require greater numbers of staff and salary adjustments to include consideration of longer hours. They may also necessitate providing for administrators who can operate programs during school vacations and after school hours. All changes of this sort would, of course, have to be negotiated with staffs and the necessary compensation would have to be provided.

Schools will have to make special arrangements for parent involvement that are not always required to the same degree for parents of older children. Many school boards may want to have special advisory councils of early childhood and day care parents that will keep them closely informed of the needs and operation of programs. School-parent linkages in the form of parent education are another possibility which many school systems may choose to explore (see Section F on Parent Involvement). Such programs will better equip parents to connect the child's experience in the day care center with the child's experience at home and will reassure parents regarding the benefits of early childhood education.

The public schools will also have to be flexible to variations in administration of programs. To begin with, there may be quality programs wishing to take advantage of funding provided under an amended Child and Family Services Act by linking up with the public school system. Still others, such as those receiving Model Cities funds, may face a scaling down of their existing funding and want to become eligible for new, public-school administered funds. Some of these programs may choose to stay where they are. While such operations will have to integrate their staffing requirements and other quality regulations with those set up by public school systems, school administrations should be flexible enough to look for ways of doing this that do not shut out or prevent well-intentioned programs from making the necessary adjustments. This does not mean that such adjustments should not be expected or that regulations should be relaxed where the survival of existing programs is at issue. It does mean that public systems should look to facilitating such adjustments rather than ignoring existing operations.

Public school systems will also have to be careful not to try and press their new early childhood and day care programs into a "schooling" mold. Such programs will not be composed of conventional classrooms or the usual academic activities. The enrichment and intellectual stimulation they provide will come in many forms, most of which is dissimilar to the skill-learning approaches that go on at other levels. Actually, most public school people really do understand this since most of them have been parents themselves. Day care and early childhood interest groups are guilty of greatly underestimating public school administration and staffs in this regard. Nevertheless, the schools will have to exert some effort in letting early childhood experts and parents know that they are perfectly capable of recognizing the variable developmental needs of preschool children. Nevertheless, having early childhood programs as a part of the public school system will probably have a profoundly positive effect on the thinking of school personnel toward child development. The kindergarten or first grade teacher will be able to draw on the experience of a child's preschool years, for example, in learning to understand his special needs. In other words, greater continuity between preschool and school programs will help improve the experience of school itself.

One area in which considerable work will have to be done is in the area of certification (see Section D on Teachers Education and Certification). At present requirements for preschool personnel are exceptionally low. A recent survey of the Education Commission of the States found that of 48 states responding, eleven states had no certification for day care personnel at all. Another 26 had no certification requirements for day care operations outside the public schools. Twenty-two states do require an elementary education certificate for pre-kindergarten teaching and a few others ask for additional work in early childhood education. But, for the most part, these provisos apply only to school-connected programs. Clearly those states which have minimal provisions, or none at all, will have to address themselves to establishing certification standards for early childhood specialists. Many states should also consider the necessity of up-grading the standards they do have. It is simply inexcusable that many states now require that day care specialists have only a high school education or in some cases even less -- that they be "equipped for work required." Unfortunately, federal efforts sponsored by HEW's Office of Child Development through an organization called the Child Development Associates Consortium are moving to undermine the concept of quality certification by creating a political system of judging prospective early childhood workers. States will have to be warned against picking up such "model certification" structures (see section D on Recommended Standards for Teacher Education, Certification and Training).

The new early childhood and day care programs will also have to address themselves to the special needs of children from various ethnic backgrounds and linguistic groups. Language and cultural differences are particularly delicate issues when dealing with very young children and school systems will have to make sure they have the necessary specialists to handle the language training of preschool children and to deal with the sense of separateness or difference which children of particular cultures or races may experience. In large cities, to be sure, the heavy use of paraprofessionals, many of whom tend to be from the communities being served and therefore members of ethnic and linguistic groups of the children they work with, will help fill these particular needs.

It must be stressed that while all of these areas are ones in which the public school system must move with both care and deliberateness, they are also areas whose importance is more likely to be acknowledged and recognized only if the public school system is used as the main delivery mechanism. The pressures to upgrade certification standards simply do not exist, nor can they be created very easily, given the present confusion of competing and overlapping systems. It is very unlikely that any system-wide concern over parent education will emerge from the present arrangements either. Nor can we expect early childhood and day care that remains independent and isolated to have a desired impact on the developmental thinking, or lack of it, that now exists in the regular grades of public schools. The areas discussed here are areas of both need and promise but they are more likely to receive attention if the public schools are the delivery vehicle for services.

The Campaign

The most obvious reason why there is no comprehensive federal program in day care and early childhood is that there has never been a coordinated national effort to push for it. For every day care program that now exists there is a day care group that depends for its livelihood on that particular program. Fragmented structure practically dictates that day care interests be fragmented too, and so they are. Few of the working women and single parents desperately in need of services have access to the kind of lobbying efforts that could push a national program through Congress. And, unless those interests that are organized have some reason for getting together, the potential lobbies that do exist will be wasting their efforts.

Many of the day care groups naively think that they will be able to mount a campaign and pass the Child and Family Services Act on their own. In a period when conservative groups are effectively campaigning against the bill and when the President has already announced that he will veto it, they couldn't be more wrong. Without enough national interest in the program to insure broad Congressional support, the bill has no chance of passage.

The American Federation of Teachers' proposal for public school presumed prime sponsorship has political appeal that relates to this problem. The idea of putting such programs in the public schools has created a good deal of interest among the major education groups. (See Section A on the AFT Action Program and Section H on the Roundup of Group Positions). Their active support can most easily be generated and sustained if they see some direct linkage between the present legislation and the public schools which are the main focus of their energies. With the AFL-CIO, the Chief State School Officers, the National School Boards

Association, the National Congress of Parents and Teachers, the American Association of Colleges of Teachers Education, the Education Commission of the States, and the National Education Association all interested in the bill and in the AFT's position on presumed prime sponsorship, a good start has been made on generating the necessary support. But work will have to continue if interest in the bill is to reach the constituencies of these organizations at every level. With the help of its locals and state federations, the AFT is prepared to generate this effort.

The Action Program included in Section A of the manual gives a step-by-step outline of what the AFT role locally should be. It begins with letter writing campaigns and includes suggestions on groups to contact. It points to the need for resolutions to be passed and for positions to be written into party platforms, and into the positions of state, local and even presidential candidates. The activities are designed to create a groundswell of local interest in the bill that will be felt by both Congress and the President.

Among those who will have to be convinced of the merits of public school prime sponsorship are the day care groups themselves, most of whom at this point see the idea as a threat to their continued existence. These groups must be shown that it is possible for them to continue under public school system prime sponsorship and that they will be in a much more secure position if they do. But, until they recognize the merits of this argument they will probably continue in their vocal opposition to the AFT's position.

Every local campaign must be based on the following essential components of the AFT's proposal to amend and pass the Child and Family Services Act. The AFT urges that the bill be changed to provide for:

*Universally available early childhood and day care services offered on a voluntary basis through the public school system.

*A new federal funding commitment reaching $2 billion per year for early childhood education and day care.

*The application of federal standards and program-licensing practices to all programs funded, and the requirement that all local school codes and laws be followed as well.

*Provision for the retraining of locally licensed personnel where necessary.

*Sufficient earmarking of funds to provide for extensive health, nutrition, counseling and other necessary support services.

*Staffing ratios of one adult to 10 children for children six and over; 1:7 for four and five-year-olds; 1:5 for threes; and 1:2 for infants.
*Provision for the training and use of paraprofessionals.

*Prohibition against the use of public funds to support any profit-making day care or early childhood programs.

Using these essentials as the basis for a national campaign, and as a model for state and local program ideas yet to be developed, the American Federation of Teachers stands a good chance of spearheading a successful campaign to make early childhood and day care programs an integral part of the American public school system. With the help of a constituency of supporters that recognizes such a program as a partial answer to the needs of parents and children, such an effort is certainly worth a try.

RESULTS OF HEALTH AND SAFETY REVIEW

Care Type	Number Examined	Number Not Meeting Requirements
Day Care Centers	453	363
Family Day Care Homes (includes care in the homes of relatives or friends)	50[a]	21
In-Home Care	49	41
Totals	552	425

a/ Excludes 55 facilities which were examined in Virginia but for which the records available did not disclose compliance with health and safety standards.

Source: *Review of Child Care Services Provided Under Title IV, Social Security Act*, HEW Audit Agency, Office of the Assistant Secretary, Comptroller, p. 20.

RESULTS OF CHILD/STAFF RATIOS REVIEW

Care Type	Number Examined	Number Not Meeting Requirements
Day Care Centers	453	185
Family Day Care Homes (includes care in the homes of relatives or friends)	105	17
In-Home Care	49	41
Totals	607	243

Source: Review of Child Care Service Provided Under Title IV, Social Security Act, HEW Audit Agency, Office of the Assistant Secretary, Comptroller, p. 23.

RESULTS OF THE HEW AUDIT AGENCY'S REVIEW OF COMPLIANCE WITH FEDERAL STATE AND LOCAL SERVICE REQUIREMENTS

States Reviewed	Number of Facilities Reviewed	Number Not Meeting Child/Staff Ratios	Number Not Meeting Health and Safety Requirements
Massachusetts	12	0	11
New Jersey	20	8	7
Virginia	75	20	17[a]
Georgia	12	11	9
Michigan	Compliance waived by SRS Regional Commissioner		
Texas	6	3	5
Missouri	40	7	27
California	330	123	279
Washington	112	71	70
Totals	607	243	425

a/ Records were not available to permit evaluation of health and safety compliance at 55 facilities.

Source: Review of Child Care Services Provided Under Title IV, Social Security Act, HEW Audit Agency, Office of the Assistant Secretary, Comptroller, p. 38.

SUMMARY OF COMPLIANCE TO DAY CARE CENTER CHILD/STAFF RATIOS REQUIREMENTS IN VIRGINIA, MISSOURI AND WASHINGTON

State and Center	Age Group	Required Ratio		Observed Ratio
		State	Federal (1)	
Virginia				
A	2-5	10:1	7:1	19:1
B	2-6	10:1	7:1	20:1
C	2-5	10:1	7:1	12:1
D	2-6	10:1	7:1	15:1
E	2-6	10:1	7:1	11:1
Missouri				
A	3-6	10:1	7:1	12:1
B	2-5	10:1	7:1	15:1
C	3-5	10:1	7:1	17:1
D	3-5	10:1	7:1	19:1
E	3-5	10:1	7:1	25:1
Washington				
A	4	10:1	7:1	16:1
B	3-5	10:1	7:1	14:1
C	4-5	10:1	7:1	16:1
D	5-6	10:1	7:1	15:1

(1) As previously indicated, FIDCR provides for child/staff ratios ranging from 5:1 to 10:1 depending upon the ages of the children--5:1 for 3 to 4 year olds; 7:1 for 4 to 6 year olds; and 10:1 for older children up to age 14. In case of overlapping age groups, we used the more liberal 7:1 ratio.

Source: Review of Child Care Service Provided Under Title IV, Social Security Act, HEW Audit Agency, Office of the Assistant Secretary, Comptroller, p. 24.

III. A Series of Specific Discussions on Critical Related Issues

A

An Action Program for AFT State Federations and Locals – How to Amend and Pass the Child and Family Services Act

A

An AFT Action Program for AFT State Federations and Locals -- How to Amend and Pass The Child and Family Services Act

A prolonged campaign to pass a new early childhood and day care program may seem like an abstraction worth talking about but perhaps not worth working on, especially when those teachers who must do the work are faced with a difficult range of problems including layoffs, school budget-cuts, declining enrollments and broadscale attacks on tenure, certification and the public schools in general. The idea of doing more than simply passing resolutions and having discussions is a doubly difficult one to confront when the work involved may require a long-term, consistent effort in behalf of a program whose realization may well be a long way off.

A national campaign for anything is the last thing many teachers may feel they have time to think about now. But, the overriding consideration in light of these circumstances is that the vast problems teachers are facing locally present the outlines of a predicament which might be partially resolved by expanding day care and early childhood education. At the same time pressing for new initiatives in early childhood and day care might help to fill the gaps now being created by declines in other public school services. The point is that a national campaign of the sort the AFT is proposing complements what energies are now being put into local problem-solving and should not be viewed as conflicting with local efforts.

If the AFT could mount a successful campaign to enlarge upon early childhood offerings through the public school system, it might succeed in doing a number of things -- servicing children with quality programs, assisting families in child care and thereby enabling many of them to upgrade their economic circumstances, and defining a new responsibility for the public schools while creating new jobs for teachers to do. Meeting such a challenge successfully would further the AFT's role as a pace-setter in education.

To begin with, the kind of discussion the AFT has generated at the national level among day care groups and the education community must be duplicated at the local level. In order for Congress to feel a groundswell of interest in the bill and in the AFT's proposed changes, discussions, the passing of resolutions, letter-writing, and a variety of forms of positive publicity must appear at every level. It is also essential that the need for complementary state and local programs become a focus of discussion and political pressure. AFT locals and state federations must accept responsibility for generating these kinds of activities. Many organizations — particularly affiliates of the AFL-CIO and of the various educational interest groups -- may not have heard a first-hand discussion of the important potential the day care field holds for expanding and improving public educational services. They may not have been confronted with the public school prime sponsorship argument. They may not have been asked by their national organizations to do anything about the issue. AFT affiliates must help to fill this gap by stimulating discussion, proposing resolutions and spearheading letter-writing campaigns. They must also seek out new groups that might potentially support an amended bill and enlist their support. AFT activities might begin in the following broad, general areas:

*AFT locals and state federations should begin their campaigns by identifying the various publics they can work with. The most important groups initially will be AFL-CIO affiliates, and education groups like school boards associations, school administrators, local affiliates of the NEA and independent local associations, parent groups, colleges of education, state education departments, etc. In contacting these groups, AFT leaders should be aware of the positions of the national organizations with which they are affiliated and refer to these positions in enlisting local support. Many day care interest groups will oppose the AFT position out of a fear that public school prime sponsorship will mean an end to their programs. Wherever possible such groups should be persuaded that a willingness to meet public school standards and accept public school sponsorship could mean greater continuity and stability for their programs. The listing of group positions found in Section H of this manual will give the national position of the AFL-CIO, the National School Boards Association, the Education Commission of the States, the Chief State School Officers, the National Education Association, the National Congress of Parents and Teachers, the American Association of School Administrators, and a variety of day care organizations.

*AFT leaders must work to enlarge this arena of interest by developing dialogue with groups that may not have been approached at either the national or local level in terms of this issue — women's groups such as ERA America, League of Women Voters, the Coalition of Labor Union Women, students' groups like the National Student Association and the youth groups of the two major political parties.

*As we approach the 1976 election, efforts should be made to put the AFT's position on early childhood and day care into the platforms of the two major parties at every level. Parallel resolution-writing and resolution-passing should take place wherever possible within AFL-CIO bodies and the other education, women's and student groups mentioned. The AFT should ask these groups for permission to submit resolutions where necessary and in the case of AFL-CIO bodies should follow the usual procedures of member unions in submitting resolutions. Such resolutions should be designed to recommend specific programs at the state and local level as well as taking a position on the national legislation around which this campaign is organized.

*AFT affiliates should relate the early childhood campaign to its work in other areas. COPE drives and QuEST workshops are logical places for the connection to repeatedly be drawn between the political and educational work of the organization and a forward push for legislation to expand public school sponsored early childhood and day care services.

*Where day care workers are unorganized, the AFT should begin to organize them. The possibilities of eventually becoming a part of the public school system should have appeal to qualified early childhood specialists who are for the most part greatly underpaid and must operate centers that are understaffed and underutilized. Paraprofessionals and aides should be exposed to the idea that career ladder upgrading programs are more likely to be implemented in public school systems and that the salaries for aides in public school programs are higher than those for most day care workers. Programs under public school sponsorship are also assured of greater permanence than many existing programs and this kind of organizing appeal should combine the arguments of long-term public school employment with the short-term benefits of immediate union representation.

*AFT locals can consider negotiating early childhood programs into their contracts. The United Federation of Teachers negotiated the inclusion of fifty early childhood centers into its 1967-69 contract which were unfortunately wiped out later by budget cuts. More recently, the Chicago Teachers Union negotiated a clause into its 1975 contract which said "A joint BOARD-UNION committee shall be established ... to explore means to seek the necessary funding, and to join together to explore the proper means to communicate understanding and to develop support from parent, civic and community groups for all viable programs of early childhood education which shall be under the prime sponsorship of the public schools."

These are broad areas into which any local or state AFT campaign should fit. There are a number of much more specific activities which should help AFT affiliates in moving forward in these areas. The following point-by-point program serves as a minimal checklist. The national AFT office is ready to supplement these efforts with speakers and materials as well as advice.

*Assign someone in your local or state federation to be in charge of coordinating an early childhood campaign. This person should become thoroughly knowledgeable on the AFT's position and be able to make use of it in conjunction with activities like COPE collections and disbursements, lobbying, educational workshops, QuEST activities, etc. They should also be able to translate it into proposals for state and local programs.

*Every AFT affiliate should take a close look at what position Congressmen and Senators serving its area have taken or are likely to take on the present bill and on the AFT's proposed changes. Pressure should be placed on these individuals to adopt the AFT's position (See the accompanying list of particularly key committeemen). Begin immediately with a letter-writing campaign.

*Each local should survey the activities of groups in its area in terms of their positions on The Child and Family Services Act and the AFT's argument for public school presumed prime sponsorship. Virtually, every group with any interest in schools should have some concern for what happens with this legislation though some of them may oppose the AFT's position. AFT'ers should be prepared to tangle with the various day care organizations that have a vested interest in keeping day care funding and quality the way they are. (See Section H for a list of the organizations and their positions.)

*Keep in touch with national AFT regarding new developments and materials which may be useful to you in conducting a campaign. Please report the names of those people in charge of your local's campaign to the research department of the AFT national office. They will be placed on a key list to be used in lobbying efforts, speaking, consulting, etc.

*Do your own research to help document the merits of the AFT position in your local area. Locals might want to know about the quality of local day care, the existence of federal funds left unspent by states or local areas, the numbers of available spaces and staff for early childhood programs, the demand for day care spaces, etc. Such material will be particularly useful in convincing elected officials of the merits of the AFT arguments.

*Conduct workshops and conferences dealing with the AFT's position. Some of these may be for the membership alone, but others could be held in cooperation with other interested groups. Such conferences should emphasize the interrelatedness of the educational aspects of this issue with legislative and elective (COPE) efforts.

*Report your activities back to the National Office of the AFT. Let us know which groups are friends on this issue and which oppose us. Inform the national office of the response of elected officials so that the necessary follow-up work can be done in Washington.

Carrying out activities like these will make the beginnings of a campaign that must maintain its visibility both locally and nationally if the AFT is to be effective in modifying and passing the Child and Family Services Act and in spearheading state and local program initiatives. It will require a sustained in-depth effort that involves self-education as well as reaching out to other groups. Locals simply must make it a priority, whatever their predicaments. A successful venture of this kind could provide the foundation for a national early childhood and day care program that releases mothers to work outside the home, provides children with stimulating early environments and gives the public schools a new job to do. It would also establish the creative role of the American Federation of Teachers as a power on the educational scene.

Congressional Committees with Jurisdiction over The Child and Family Services Act

These are the members of Congress who are on the key committees that will deal with early childhood legislation.

AFT's legislative department suggests that AFT members communicate with them to encourage support of the union's proposals for amending the Child and Family Services Act, to insure that federal child-care services are brought under the presumed prime sponsorship of the public schools.

House Subcommittee on Select
Education Programs:

Democrats:
John Brademas - Chairperson (Ind.)
Lloyd Meeds (Wash.)
Shirley Chisholm (N.Y.)
William Lehman (Fla.)
Robert Cornell (Wisc.)
Edward Beard (R.I.)
Leo Zefferetti (N.Y.)
George Miller (Cal.)
Tim Hall (Ill.)

Republicans:
Alphonzo Bell (Cal.)
Peter Peyser (N.Y.)
James Jeffords (Vt.)
Larry Pressler (S. Dak.)

Senate Subcommittee on
Children and Youth:

Democrats:
Walter Mondale - Chairperson (Minn.)
J. Glenn Beall (Md.)
Paul Laxalt (Nev.)

In addition, the chairperson and ranking member of the full committees and all full committee members are as follows:

House:
Chairperson - Carl D. Perkins (D-Ky.)
Ranking Representative -
Albert Quie (R-Minn.)

Members of the full committee who do not serve on the subcommittee:

Democrats:
Frank Thompson (N.J.)
Dominick Daniels (N.J.)
John Dent (Pa.)
James O'Hara (Mich.)
Augustus Hawkins (Cal.)
William Ford (Mich.)
Philip Burton (Cal.)
Joseph Gaydos (Pa.)
William Clay (Mo.)
Mario Biaggi (N.Y.)
Ike Andrews (N.C.)
Jaime Benitez (P.R.)
Theodore Risenhoover (Okla.)
Ronald Mottl, (Ohio)
Michael Blouin (Iowa)
Paul Simon (Ill.)

Republicans:
John Ashbrook (Ohio)
John Erlenborn (Ill.)
Marvin Esch (Mich.)
Edwin Eshleman (Pa.)
Ronald Sarasin (Conn.)
Virginia Smith (Neb.)
John Buchanan (Ala.)
William Goodling (Pa.)

Senate full committee members
not on a subcommittee:

Democrats:
Claiborne Pell (R.I.)
Thomas Eagleton (Mo.)

Republicans:
Jacob Javits (N.Y.)
Richard Schweiker (Pa.)
Robert Taft (Ohio)

B

Examples of Federal, State and Local Delivery, including a Critique of Delivery as Proposed in the Child and Family Services Act

B

Examples of Federal, State, and Local Delivery, Including a Critique of Delivery as Proposed in the Child and Family Services Act

The delivery of day care and early childhood services is a subject that is virtually unapproachable in its complexity. Finding out about it requires endless research, and understanding what is found is practically impossible. The difficulty of obtaining information about federal programs and their delivery at state and local levels certainly testifies to the failure of current piecemeal efforts at program coordination. Indeed, to call it a delivery "system" is to grant it an unwarranted measure of coherence and order. Accordingly, this section does not attempt to present a comprehensive picture of the child care delivery system. Rather, it tries to cover the major federal programs that fund day care and early childhood services and to give examples of how they combine with other programs and funding at the state and local levels.

Summaries of these programs are accompanied by organizational charts that add a visual explanation to the narrative descriptions. Unfortunately, the picture given here is incomplete in one particularly important aspect. Primarily, due to a lack of information, it does not include relevant figures on the number of children whose families need and want specific forms of child care. It seemed useful, nevertheless, to give what information was available on those receiving services, at least for the purpose of indicating how delivery works. The summary of the existing delivery picture presented here is accompanied by a description and critique of the Child and Family Services Act. These descriptions and criticisms, when combined with the advantages of public school delivery discussed in this manual's main presentation of the AFT argument, should make the AFT's position practical and supportable.

A. Federal Delivery

The main pieces of legislation to be discussed here in detail are the Social Security Act, the Head Start Economic Opportunity and Community Partnership Act, and the Elementary and Secondary Education Act. These bills provide the bulk of federal funds going to early childhood and day care programs. A number of others will be listed later in the discussion. To describe all of them fully would require writing a book. The material included here is not intended to be exhaustive but should be enough to document a picture of confusion.

The federal government began providing funds for early childhood education and day care in 1933 when the Federal Emergency Relief Administration, and later the Works Project Administration (WPA), supported day care primarily to create jobs. By 1937, 1,900 nurseries serving approximately 40,000 children were established in the public schools. Although these nurseries offered high quality care and education, many of them were later phased out along with the WPA programs.

World War II brought a renewal of federal funding of day care. In 1942, the Lanham Act was passed to provide for public works made necessary by the defense program. This Act was interpreted to include child care for working mothers in war-impacted areas. By the end of the war, nearly $52 million had been channeled through state education departments to 3,102 day care centers serving 600,000 children. The program was discontinued in 1946, though remnants of it managed to survive in New York City and in California where unified day care constituencies pressured to maintain programs.

Social Security Act

In 1962 the Social Security Act was amended to provide federal money to state welfare departments for day care for welfare recipients. The Act had provided a meager amount of day care funds since 1935, but its amendment in 1962 marked the first major infusion of federal funds into day care and early childhood education since the Lanham Act. Under Title IV-A, essentially the program for Aid to Families with Dependent Children (AFDC), states were required to provide day care service whenever training or employment was required of AFDC recipients. The authorized state agency, usually the welfare department, submitted its AFDC plan for federal approval, and was reimbursed for 50 percent of child care expenses. Child care provided under Title IV-A was ordinarily free to the recipients, but fees could be charged by the states. The mix of child care services (family, in-home, center, etc.) varied from state to state, and within states, and was provided by a range of public and private agencies. The size of the total program in each state depended on the amount of state and local revenues appropriated to match federal funds. After 1970, the demand for federal funds under Title IV-A escalated rapidly, and in 1972 Congress placed a national limit of $2.5 billion on all social services, with funds allocated to states on the basis of population. HEW estimates that in 1974 $464 million of this total social service appropriation was used for child care.

Under Title IV-B of the Social Security Act, federal funds are provided for child welfare services, for research and demonstration projects in the area of child welfare, and for training child welfare personnel. The largest amount of aid is provided as matching funds to state welfare departments for child welfare services. The federal government provides two-thirds of program costs and states are required to provide one-third. Title IV-B funds are allocated among the states on the basis of child population, and access to child welfare services is not restricted to AFDC recipients. States may use child welfare aid to operate day-care centers or day care homes, or to purchase day care services for families unable to pay. During 1974, approximately $1.8 million in federal aid was provided for child care under this program.

In 1967, the Social Security Act was amended to extend the coverage under Title IV-A to past and potential recipients of AFDC, as well as current recipients, and to increase federal matching funds from 50 percent to 75 percent of program costs. At the same time, the Social Security Act was also amended -- under Title IV-C -- to authorize the Work Incentive Program (WIN). Under this Title, AFDC mothers without children under six years of age are required to register for manpower services, training, and employment. For AFDC mothers with children under six years of age, the program is voluntary. States are required to provide child care from time of enrollment through job entry to all WIN enrollees who need it. Depending upon their income, WIN participants must pay a portion of the child care costs. Federal funds are appropriated to cover 90 percent of the WIN child care costs. During 1975 federal expenditures for WIN came to approximately $47 million.

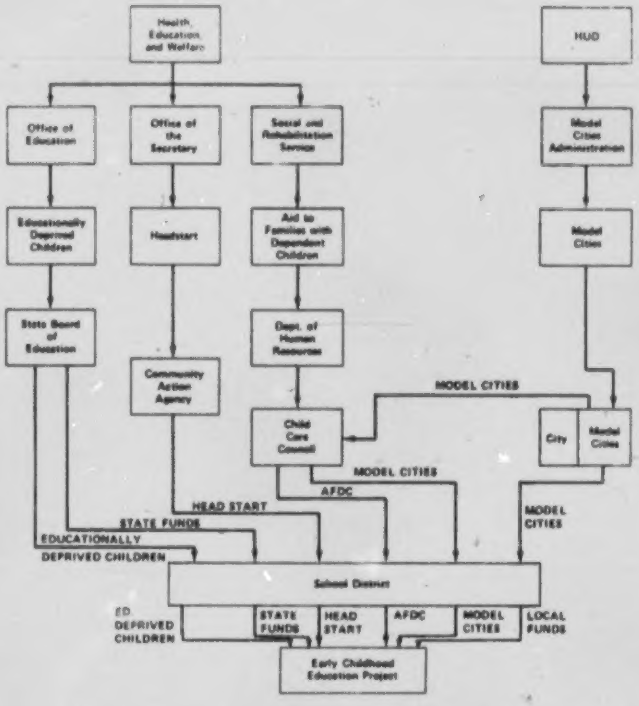
Effective in 1975, the Social Security Act was again amended and the Social Services part of Title IV-A was replaced by Title XX. This amendment did not affect the Child Welfare (Title IV-B) or WIN (Title IV-C) programs. Title XX provides greater decentralization than Title IV-B, but probably more opportunity for misuse. Under Title XX the scope of social service programs is determined primarily at the state level, not by federal requirements. Each state develops a Comprehensive Annual Services Program (CASP) which sets forth the services that it will provide. To make the program accountable to the public, the CASP must be presented for public review and comment for a period of at least 45 days. However, there is no legal guarantee that the states will not simply ignore the criticism of citizens. Also, the federal government cannot reject any service a state puts into its CASP plan. It can only mandate that correct procedures be followed in developing the plan.

Any social service provided under Title XX must be directed to at least one of five broad goals. Briefly, these include helping people become self-supporting, helping them become self-sufficient, protecting those who cannot protect themselves, avoiding inappropriate institutional care, and providing appropriate institutional care when necessary. None of the goals specifically includes child care -- only one goal even mentions children. Thus, it is possible that child care programs will suffer some loss in the competition for funds. Whereas Title IV-A required states to provide specific social services, such as child care, to specific categories of people, Title XX allows states to ignore particular needs or population groups, so long as some type of social service is provided under each of the goal categories. The few exceptions to this requirement do not directly affect the problem of child care.

Under Title IV-A of the Social Security Act, child care could be provided only to current, former, or potential recipients of Aid to Families with Dependent Children (AFDC) or Supplemental Security Income (SSI). Under Title XX, at each state's discretion, services may also be provided to anyone who does not earn more than 115 percent of the median income in his state. Fees for services may be charged to persons who earn less than 80 percent of the median income, and must be charged to those who earn more than 80 percent of the median income. Different income eligibility requirements and fees may be established for different service programs. One-half of all matching funds received by a state under Title XX must be used to provide services to AFDC, SSI, or Medicaid recipients, or to persons eligible for these programs.

The total federal funds to be allocated among the states each year for social services under Title XX is $2.5 billion, the same amount as previously allocated under Title IV-A. Thus, although more persons and types of service are covered by Title XX, the funding limit has not been increased. Child care faces competition from a broader range of services for the same amount of funds. Within the limit of funds assigned to each state, the federal government will pay for 75 percent of the cost of programs covered by Title XX. In the case of family planning services, it will pay 90 percent of the cost. In order to avoid the use of Title XX funds simply to replace what were previously state expenditures -- which would reduce overall services -- each state is required to maintain its expenditure level for social services equal to the level of 1973 or 1974. However, this rule does not guarantee that specific programs, such as child care, will survive.

PROGRAMS FUNDING
EARLY CHILDHOOD
EDUCATION PROJECT

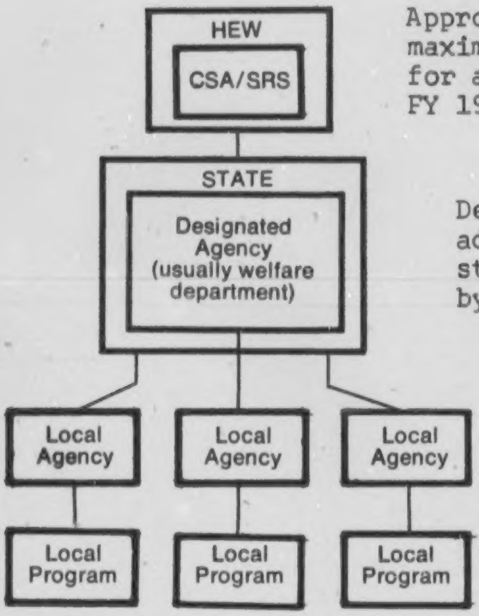

Health, Education and Welfare
HUD
Office of Education
Office of the Secretary
Social and Rehabilitation Service
Model Cities Administration
Educationally Deprived Children
Headstart
Aid to Families with Dependent Children
Model Cities
State Board of Education
Community Action Agency
Dept. of Human Resources
MODEL CITIES
Child Care Council
City
Model Cities
MODEL CITIES
AFDC
HEAD START
STATE FUNDS
EDUCATIONALLY DEPRIVED CHILDREN
MODEL CITIES
School District
ED DEPRIVED CHILDREN
STATE FUNDS
HEAD START
AFDC
MODEL CITIES
LOCAL FUNDS
Early Childhood Education Project

This chart shows the bureaucratic flow that one real school district had to swim through to fund its early childhood education project. According to the Comptroller General's report (see accompanying story): "Because the amount of funding available from each individual program was insufficient to provide the desired range of services, the school district had to obtain funding from several sources. This required the school district to meld one state, one local, and four federal funding sources into a unified effort, despite differing guidelines, objectives, grant periods, and administrative procedures and controls."

THE AMERICAN SCHOOL BOARD JOURNAL January 1976

SOCIAL S

Title XX — Social Service Program


HEW
CSA/SRS
STATE
Designated Agency (usually welfare department)
Local Agency
Local Agency
Local Agency
Local Program
Local Program
Local Program

Approximately $2.5 billion maximum total for all states for all services under Title XX, FY 1976

Decision on which state agency administers is left to the state--decision probably made by governor

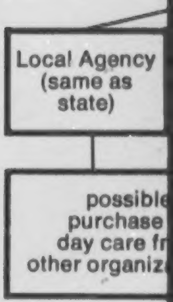
KEY POINTS

1. Title XX replaces the social services portion of Title IV-A of SSA. It provides many services, most of which have nothing to do with day care.
2. Under Title XX the state comes up with a total program to fit general federal goals. There are no mandated childcare services. Within the goals, what happens is up to the states. It replaces a categorical funding approach with a block grants approach similar to revenue sharing. The federal role in defining programs is diminished and the state role is enhanced.
3. Under Title XX it is impossible to know how much will actually be spent for day care.
4. Services provided by the public schools are specifically excluded from receiving federal monies.
5. There are no limitations on kinds of eligible operators except that the Federal Interagency Day Care Requirements plus specific child/adult ratios apply.
6. Provision of educational services by day care centers is optional.
7. In order to receive federal funds states are expected to match the federal efforts on a 75%-25% basis.
8. At least 50% of federal funds must be spent on services to individuals currently receiving or eligible to receive public assistance or Medicaid.

Note: Office of Child Development staff were consulted in preparing the diagrams in this section and obtaining funding figures.

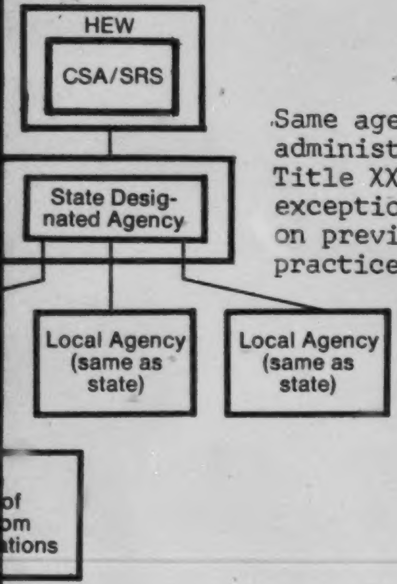
Title IV-B

Approximately $48 million


Local Agency (same as state)
possible
purchase
day care f
other organiz

ECURITY ACT

– Child Welfare Services


HEW
CSA/SRS
State Designated Agency
Local Agency (same as state)
Local Agency (same as state)
of
om
ations

Same agency as administers Title XX with some exceptions based on previous practice

KEY PROVISIONS

1. Three-fourths of the money is used to employ child welfare workers who develop and license day care facilities and help working mothers plan for day care.

2. States may use this money to operate day care centers and help families pay for day care.

3. States may purchase day care from other organizations.

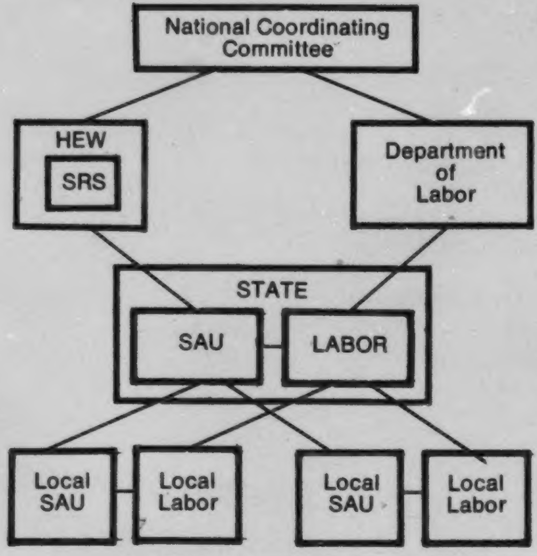
4. Services to children do not require income, residency or other eligibility requirements.

5. Provision of educational services by day care centers is optional.

6. The total funding is apportional among states on the basis of child population.

7. Each state is expected to match federal funds at a rate varying from 2:1 to 1:2, which is determined by the state per capita income.

Title IV-C — Work Incentive Program


National Coordinating Committee
HEW
SRS
Department of Labor
STATE
SAU
LABOR
Local SAU
Local Labor
Local SAU
Local Labor

Approximately $47 million. 90% federal funds. 10% state funds.

KEY PROVISIONS

1. WIN is designed to aid mothers on AFDC in obtaining manpower training and employment. Its day care component, which provides child care services to enrolees, is administered by HEW. Because it is eligible to AFDC mothers only, it represents a means test approach.

2. Three-fourths of child care being provided under WIN is provided in the child's own home rather than child care facilities.

3. More than half of the children provided for are over 6 and therefore need care only part of the day during the regular school year.

KEY

HEW - Department of Health, Education and Welfare
SRS - Social and Rehabilitation Service
CSA - Community Services Administration
SAU - Separate Administrative Unit

The Head Start Economic Opportunity and Community Partnership Act

As a part of the Economic Opportunity Act of 1964, Congress established the Head Start program. In 1974, the Economic Opportunity Act was superseded by the Head Start Economic Opportunity and Community Partnership Act. Administered first by the Office of Economic Opportunity (OEO), and later by HEW's Office of Child Development (OCD), Head Start is a pre-school program designed to offset the obstacles to full development encountered by disadvantaged children. The federal government generally provides up to 80 percent of the costs of Head Start programs, which include comprehensive health and nutritional services as well as education. Head Start funds are allocated to OCD regional offices, which distribute them within the states. Usually a Community Action Agency is the local administrator of the program, although the administrator may be another public or private, nonprofit agency. Ten percent of the Head Start students must be children with handicaps, and 90 percent must come from poor families. A portion of Head Start funds is allocated for services to migrant and Indian children. The total federal funds appropriated for Head Start in fiscal year 1975 was approximately $430 million.

Amendments to the Economic Opportunity Act in 1967 authorized funds for Follow Through, a program designed to build upon the gains made by Head Start children. Like Head Start, Follow Through offers a comprehensive approach to early childhood problems, including service to education, health and social needs. However, although Follow Through is supposed to be closely linked to Head Start, it is administered by the Office of Education and state and local education agencies -- not by the Office of Child Development. Generally, at least one-half of the students in Follow Through must be graduates of Head Start or a similar program. The federal government provides up to 75 percent of the funding for Follow Through programs, and Follow Through services may be combined with those offered under Title I of the Elementary and Secondary Education Act. In fiscal year 1975, the total federal expenditure for Follow Through was approximately $35 million.

Elementary and Secondary Education Act

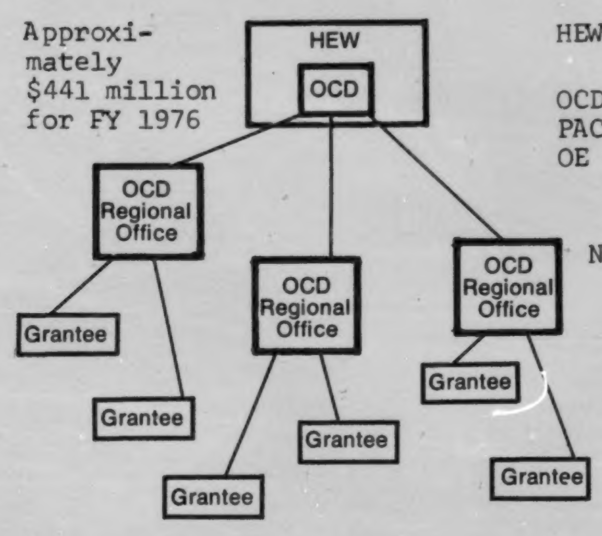
Title I of the Elementary and Secondary Education Act (ESEA) of 1965 provides federal funds for the compensatory education of economically deprived children. The funds are channeled from HEW's Office of Education through state departments of education to local educational agencies. The funds are intended to supplement state and local efforts, and may be used for preschool programs. Approximately 7 percent of the Title I funds have been used for preschool or kindergarten children. Title I funds are also available for services to migrant children. Determination of how the money is to be used is made at the local level, in consultation with parents, teachers, and representatives of child-support agencies. It may be used for nutritional, medical, or any other purpose which will help the child educationally. No state or local matching funds are required. In fiscal year 1975, the federal government appropriated approximately $1.9 billion for ESEA Title I.

In addition to Title I, other parts of the ESEA Act have provided aid to preschool education. In particular, Title III has been useful in funding services for preschool children. However, beginning in fiscal year 1976, ESEA Titles II, III, V and VIII are being consolidated into Title IV-C. Title IV-C will provide grants through state education departments

HEAD START ECONOMIC OPPORTUNITY AND COMMUNITY PARTNERSHIP ACT

HEAD START

Approximately $441 million for FY 1976


HEW
OCD
OCD Regional Office
OCD Regional Office
OCD Regional Office
Grantee
Grantee
Grantee
Grantee
Grantee
Grantee

KEY

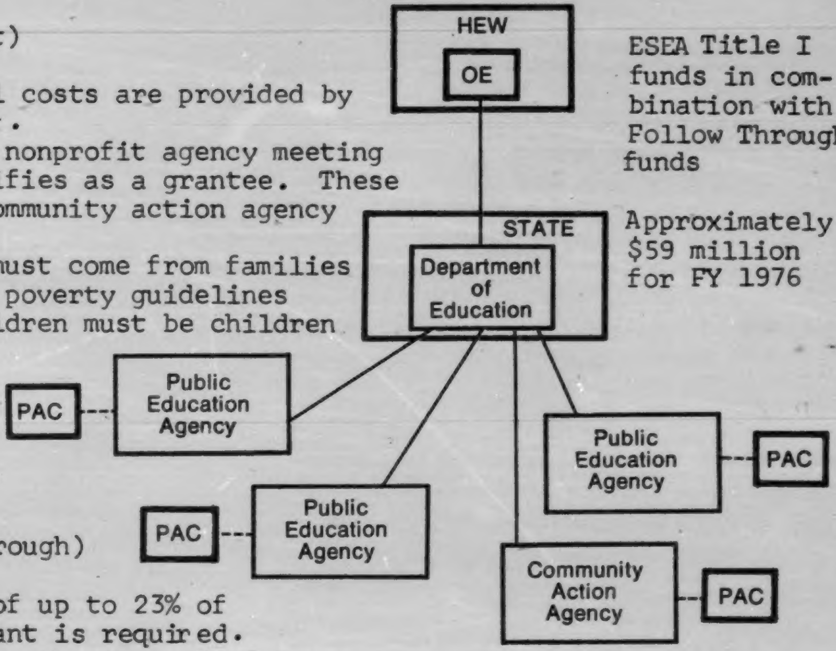
HEW - Department of Health, Education and Welfare
OCD - Office of Child Development
PAC - Policy Advisory Committee
OE - Office of Education

NOTE: Office of Child Development staff were consulted in forming the diagrams in this section and obtaining funding figures.

KEY PROVISIONS (Head Start)

1. Up to 80% of the total costs are provided by the federal government.
2. Any public or private nonprofit agency meeting the requirements qualifies as a grantee. These will usually be the community action agency where they exist.
3. 90% of the enrollees must come from families whose income is below poverty guidelines
4. 10% of Head Start children must be children with handicaps.

FOLLOW THROUGH


HEW
OE
STATE
Department of Education
Public Education Agency
PAC
Public Education Agency
PAC
Public Education Agency
PAC
Community Action Agency
PAC

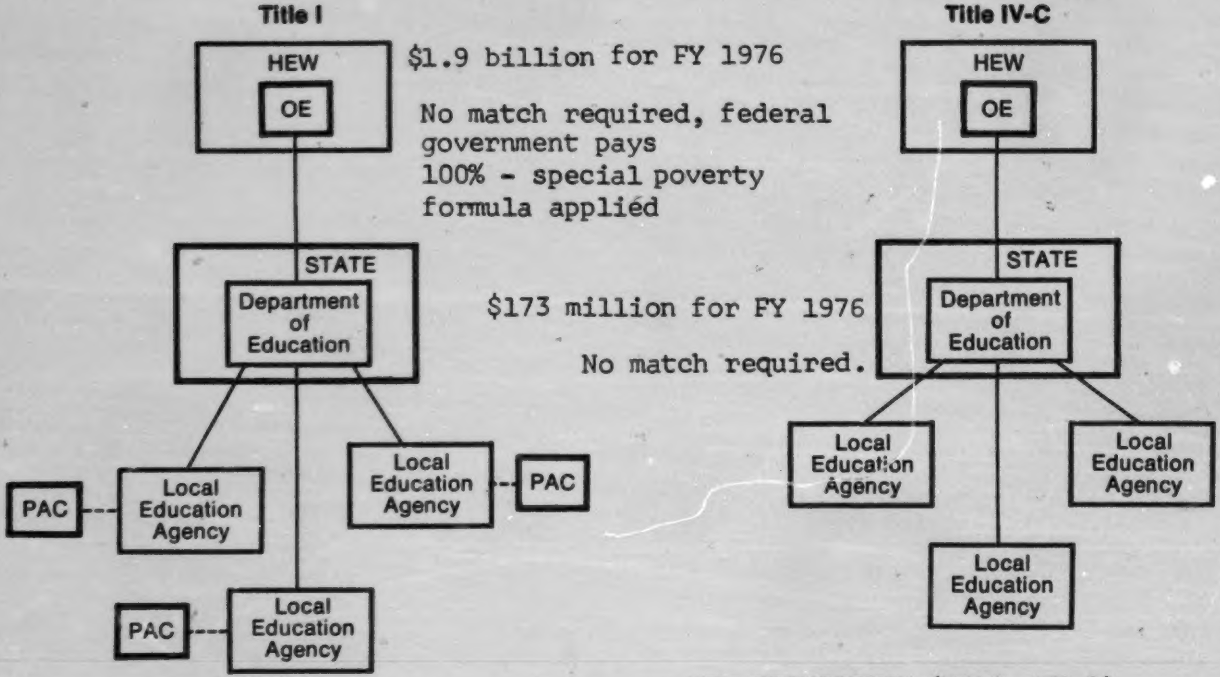
ESEA Title I funds in combination with Follow Through funds

Approximately $59 million for FY 1976

KEY PROVISIONS (Follow Through)

1. A local contribution of up to 23% of the Follow Through Grant is required.
2. Eligibility is based on the community's sponsorship of a full year Head Start or other preschool program.
3. At least half the Follow Through children must be graduates of a full year Head Start or similar preschool program.
4. Follow Through provides a comprehensive program including health and nutrition as well as instruction.
5. Parent participation is a basic part of the program. Applications must be coordinated with a local policy advisory committee.

ELEMENTARY AND SECONDARY EDUCATION ACT


Title I
HEW
OE
STATE
Department of Education
Local Education Agency
PAC
Local Education Agency
PAC
Local Education Agency
PAC
Title IV-C
HEW
OE
STATE
Department of Education
Local Education Agency
Local Education Agency
Local Education Agency

$1.9 billion for FY 1976

No match required, federal government pays 100% - special poverty formula applied

$173 million for FY 1976

No match required.

KEY PROVISIONS (Title I)

- Title I funds have been used mainly for public school programs serving educationally deprived students. These funds are intended to supplement state and local efforts and may be used for pre-school programs.
- Determination of how funds are to be spent is made at the local level. They may be used for any purpose which will help the child educationally including food, clothing, transportation, medical care, staff training, etc.
- Title I funds may be used in place of Head Start funds.
- About 7% of Title I funds have been used for pre-school programs.
- Title I also provides special funds for migrant children.
- Parent Advisory Councils must give input to the education agency in designing programs.

KEY PROVISIONS (Title IV-C)

1. Grants go through the states for a variety of innovative and exemplary programs including day care programs which stress cultural enrichment activities and which provide health, psychological and social services. Funds are also provided to programs or projects which contribute to the solution of critical problems.

KEY

OE - Office of Education
PAC - Parent Advisory Committee

Note: Office of Child Development staff were consulted in forming the diagrams for this section and in obtaining funding figures.

for a variety of innovative and exemplary programs. These will include day care programs which stress cultural enrichment and which also provide health, psychological, and social services. Additionally, funds will be provided to programs or projects which contribute to the solution of critical problems. For fiscal year 1977, when the consolidation of other titles into IV-C will be complete, approximately $173 million in federal aid will be appropriated.

In addition to the major sources of money for child care discussed above, the federal government has provided aid through a hodgepodge of other authorizations, programs and agencies. Estimates of the total number of programs through which the federal government supports preschool services range from 61 to more than 300. For example, a number of Congressional acts have provided funds for the training of child care personnel. A partial list includes the Social Security Act, the Equal Opportunity Act, the Manpower Development and Training Act (replaced by the Comprehensive Employment and Training Act), the Education Professions Act, the Vocational Education Act, and the Elementary and Secondary Education Act. Likewise, a number of federal agencies, such as the Office of Economic Opportunity and the Office of Child Development, have provided funds for research and development in the area of child care.

Food and nutritional services have been extended to children enrolled in day care and early childhood education by federal programs such as the National School Lunch Program, the School Breakfast Program, the Special Milk Program, and the Nonfood Assistance Program (for food service equipment). A variety of efforts in the area of health, such as the Migrant Health Act, the Indian Sanitation Facilities Act, and numerous programs of federal health agencies, have provided services to children in organized preschool care.

Facilities for child care have been federally funded through Model Cities and Neighborhood Facilities programs (now replaced by the Housing and Community Development Act), and through grants by the National Institute of Mental Health. Small business loans, economic opportunity loans, and lease guarantee programs by the federal government have been available to day care operators. The Appalachian Regional Commission, which functions in thirteen states, has provided federal funds to public and private child care agencies.

An important source of indirect aid to day care and early childhood education is the federal tax benefits given to individuals and businesses for child care expenses. The Internal Revenue Act of 1971 provided special deductions for single individuals and working couples who must pay for child care in order to work. Effective in 1976, the income limits determining eligibility for these tax benefits have been raised. It is estimated that personal income tax deductions for child care in 1972 cost the federal government $224 million in tax revenues. Businesses may deduct from taxable income certain expenses incurred by providing employees with child care, and they are allowed a rapid tax write-off of capital expenditures for child care facilities.

B. The Child and Family Services Act of 1975

The Child and Family Services Act of 1975 simply adds a whole new layer of administration and programs to those that exist under present legislation. Once again "coordination" is encouraged -- the Secretary of HEW is directed to insure the coordination of programs under this Act with other programs, and prime sponsors are supposed to demonstrate their ability to coordinate services -- but as it stands the new law is bound to simply add to the confusion.

It begins by setting up a new administrative agency within HEW called the Office of Child and Family Services. This office is to be advised by a Child and Family Services Coordinating Council which must include representatives of the various agencies now administering other day care and early childhood titles (the purpose is obviously coordination, again). Federal funds are directed by this office and its council to "prime sponsors" under a series of complicated formulas designed to insure funds for disadvantaged children, the children of migrants and Indians, children under five and the children of working mothers.

Prime sponsors -- whether they be states, localities, combinations of localities or other public or nonprofit agencies (including educational agencies) -- must have their own Child and Family Services Councils which act as policy-making adjuncts to the prime sponsors. Prime sponsors in turn select administrative agencies to run programs. These may be public or private and they may be profit-making. Each must have its own parent policy committee.

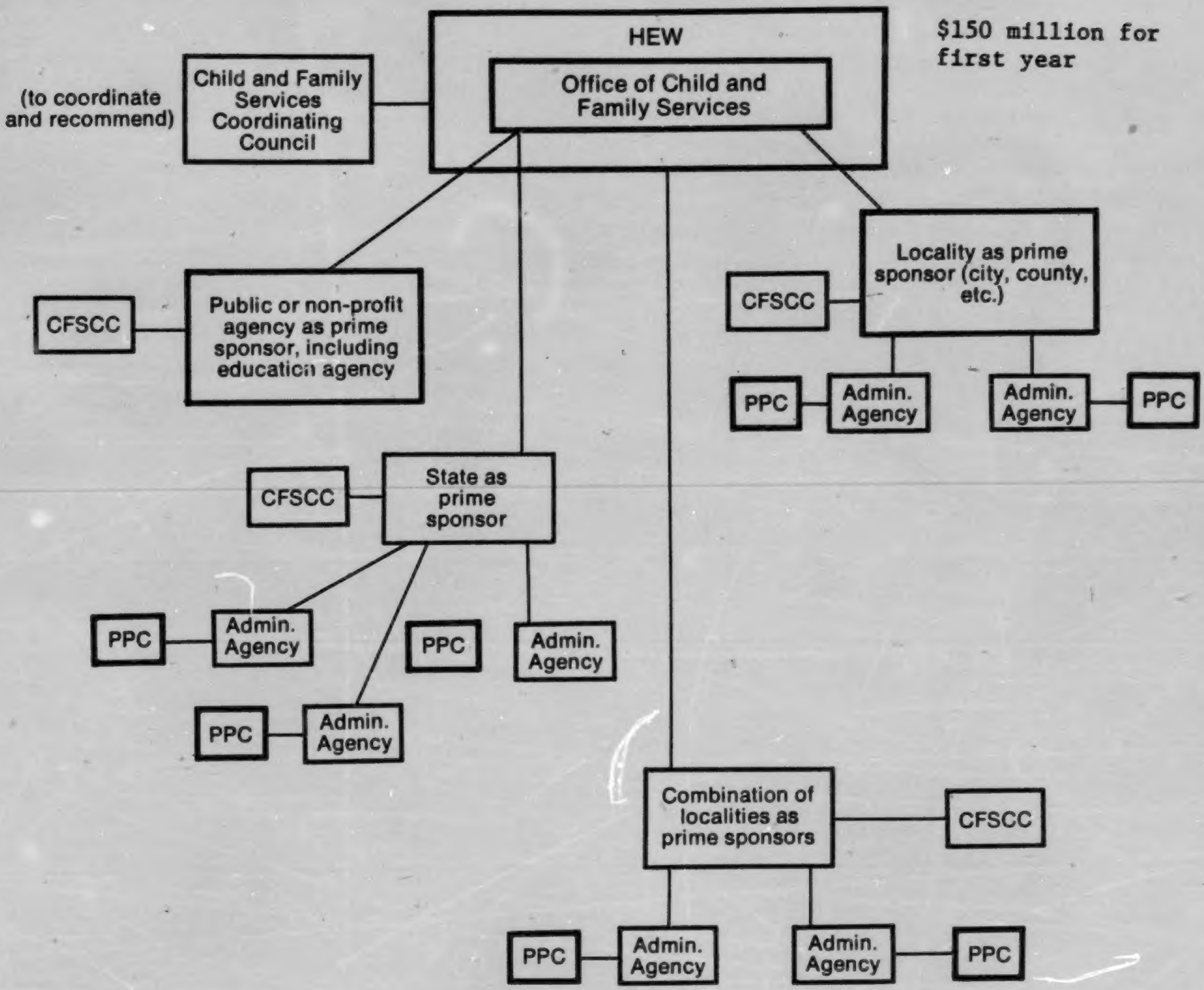
The American Federation of Teachers has made a number of criticisms of the proposed law, many of which are related to its failure to consider the public school system as the presumed sponsor of programs supported by the Act. Others deal with the restrictive nature of fee schedules, the poor service provided by profitmakers, governance and inadequate funding. Among the AFT's criticisms are the following:

- The bill does little to begin to solve the problem of providing comprehensive, coordinated services. Instead, it sets up entirely new governing mechanisms which can only further splinter efforts to consolidate day care delivery.
- Through the use of fee schedules the bill ties day care services to family income which once again contributes to the definition of day care as a poverty program, thus limiting its availability and isolating its constituency.
- The bill fails to insure quality standards.
- The bill provides insufficient funding.

C. State Funding

As difficult as it is to get an understanding of federal expenditures for day care and early childhood education, it is even more difficult to obtain accurate information on child care expenditures at the state level. Funding programs to provide child care are usually dispersed through a number of state agencies with little coordination. In the following tables rough data is presented on the major funding programs in three states. It should be emphasized that this data is approximate and represents only part of the public funding for child care in each state. Massachusetts, West Virginia and Texas were chosen as examples because information on child care in these states is more readily available.

CHILD AND FAMILY SERVICES ACT of 1975


HEW
Office of Child and Family Services
Child and Family Services Coordinating Council
(to coordinate and recommend)
Public or non-profit agency as prime sponsor, including education agency
CFSCC
Locality as prime sponsor (city, county, etc.)
CFSCC
PPC
Admin. Agency
Admin. Agency
PPC
State as prime sponsor
CFSCC
PPC
Admin. Agency
PPC
Admin. Agency
PPC
Admin. Agency
Combination of localities as prime sponsors
CFSCC
PPC
Admin. Agency
Admin. Agency
PPC

$150 million for first year

KEY

HEW - Department of Health, Education and Welfare
CFSCC - Child and Family Services Coordinating Committee
PPC - Parent Policy Committee

KEY PROVISIONS

1. 10% of the total amount provided under the bill shall be used for handicapped children.
2. A proportion of the total funds which is the same as the proportion of migrant workers to the total number of economically disadvantaged children in the United States, will be set aside for the children of migrant workers. The federal share for such programs will be 100%.
3. The same formula for migrant worker children will apply to the children of Indians. The federal share for such programs will be 100%.
4. The remainder shall be apportioned to states and local areas as follows:
   a) 50% in proportion to the relative number of disadvantaged children
   b) 25% in proportion to the relative number of children through age 5
   c) 25% in proportion to the relative number of children of working mothers
5. Prime sponsors must demonstrate ability to coordinate services.
6. Child and Family Services Councils must be established by prime sponsors which set goals, approve plans, and evaluate programs. These councils must include parents of the children served and economically disadvantaged persons.
7. Administrative agencies delivering services may be profit-making.
8. A new set of federal standards consistent with the Federal Interagency Day Care Requirements will be drawn up and will apply to programs under the Act. A code of federal standards for facilities will also be developed.
9. Fee schedules will be adopted by prime sponsors in accordance with ability to pay.
10. The Secretary of HEW is directed to establish coordination between programs offered under this Act and all other federally supported child care programs.
11. Among the services provided for under the bill are: day care programs, family services, social services, special programs, food and nutritional services, diagnostic services, etc.

WEST VIRGINIA

(West Virginia's total population of children under six years old is in excess of 170,000.)

State Education Department - Fiscal Year 1975

ESEA Title I	$18,399 for 30 four-year-olds (no Title I funds for kindergarten).
ESEA Title III	$58,400 at home day care for 100 preschool handicapped children (also includes services for 80 adults).
State Kindergarten Expenditures	$20,000,000 approximately for 27,000 students.

The West Virginia Follow Through program did not include preschool children.

Interagency Council for Child Development Services - Fiscal Year 1976

SSA Title XX	$2,662,449
State Funds	$ 830,585
Appalachian Regional Commission	$ 88,273

These funds provide comprehensive day care services for 1,000 to 1,200 children. The services include medical, nutritional, staff training, etc.

Office of Child Development, Region III - Fiscal Year 1975

EOA Head Start Funds:

Full Year, Part Day	$4,536,896 for 3,175 students
Full Year, Full Day	$334,825 for 200 students
Summer (6 Weeks)	$279,106 for 1,015 students

Additional Head Start Expenditures:

Training and Technical Assistance	$219,452
Experimental Programs	$100,000
Services to Handicapped	$ 89,226

In Fiscal Year 1975 Head Start operated in 50 of West Virginia's 55 counties.

WEST VIRGINIA (Continued)

State Welfare Department - Fiscal Year 1975

SSA Title XX	$1,455,000 (including state matching funds and all federal funds now subsumed under Title XX).
SSA Title IV-B	$45,000 (federal and state matching funds).

These funds provided day care for a total of 5,789 children, including day care centers and family day care homes.

MASSACHUSETTS

(The Massachusetts total population of children under six years old is in excess of 460,000.)

State Education Department - Fiscal Year 1974

ESEA Title I	$3,696,000 for 9,131 preschool children (6,088 in kindergarten and 3,093 pre-kindergarten).
ESEA Title III	$110,198 for 17,428 children (kindergarten through third grade).
State Kindergarten Expenditures	Funding is included in the state's general aid formula, no separate figures are available for kindergarten. Kindergarten was provided for 86,614 children in fiscal year 1975.

Follow Through - Fiscal Year 1975

EOA Funds	$885,108 spent on kindergarten through third grade (care is provided for 333 kindergarten and 1,296 first through third grade children).
EOA Supplementary Training Funds	$42,245 for 54 day care paraprofessionals.
State Technical Assistance	$16,900.

Office of Child Development, Region I

Head Start:

EOA Funds	$7,337,797 (for 5,268 children).
State Training Funds	$ 189,998.
Funding for Handicapped	$ 213,636.

MASSACHUSETTS (Continued)

State Welfare Department - Fiscal Year 1975

SSA Title IV-A	$24,500,000 (including state matching funds).
Donated Funds	2,000,000

These funds provide day care for 18,000 children up to age 14. No separate figures are available for preschool children.

SSA Title IV-C WIN Program	Funds are included in Title IV-A figures above. WIN accounts for between 6 and 11 percent of total SSA funds.
Demonstration Day Care Project (State Funds)	$500,000 for approximately 300 children (This interagency project served children of working parents, and had a sliding fee schedule, but was discontinued in 1976.)

TEXAS

(The Texas total population of children under six years old is in excess of 1,300,000.)

Department of Community Affairs - Fiscal Year 1974

EOA Head Start	$16,525,337 for approximately 20,209 children three to five years old.
EOA Follow Through	$2,592,305 for 3,502 children age five and under.
EOA Migrant Day Care Program	$111,514 for 75 children age three to five
Parent and Child Center Program (EOA Title II)	$185 for 160 children two to three years old.

Texas Education Agency - Fiscal Year 1974

Kindergarten	$18,107,000 state funds for 80,134 children.
Migrant Preschool Program	$679,500 in federal and state matching funds for 3,020 children.
Preschool Non-English Speaking Program	$29,898 in state funds for 1,374 children (this program is similar to the Migrant Preschool Program, but operates only in summer).
Child Migrant Preschool Program (ESEA Title I)	$1,320,000 for 1,820 children.
Bilingual Program (ESEA Title VII)	Funding amount not available. This program served 7,360 children in fiscal year 1974.

Also provided through the Texas Education Agency in 1974 was a variety of programs serving 6,693 handicapped preschool children, the federal Breakfast, Milk, and Lunch Programs, and programs in the public high schools to train child care personnel.

TEXAS (Continued)

Texas State Department of Public Welfare - Fiscal Year 1974

SSA Title IV-A	$1,230,916 (includes state matching funds) for 53,647 children.
SSA Title IV-C WIN Program	$394,835 (includes state matching funds) for 8,246 children.
Joint Department of Public Welfare-Vocational Rehabilitation Day Care Program (SSA Title IV-A and Vocational Rehabilitation Act)	Amount of funds is not available. This program served 2,130 children in fiscal year 1974.

D. Local Delivery

Forming a valid picture of the delivery of child care at the local level, as at other levels, is made very difficult by the lack of information. Moreover, there is no reliable way of knowing which community has a typical child care delivery system. Undoubtedly, the chaos of delivery at the federal and state levels has resulted in confusion at the local level, and has produced great differences among communities in the delivery of child care. Nevertheless, for purposes of illustration, it is possible to look at child care in two communities that have been surveyed by United Way agencies.

In 1971, the San Francisco Bay Area -- made up of five counties -- had 361 licensed day nurseries, 70 children's centers, and 1,810 licensed family day care homes. The 361 nurseries had a total estimated capacity of 11,885 children. Of the day nurseries, 148 were proprietary (profit-making) centers and 213 were nonproprietary (nonprofit). The nonproprietary nurseries included 90 under religious sponsorship, 41 run as parent-cooperatives, and 82 run as other types of voluntary, nonprofit organizations. Approximately 40 percent of the nurseries were in the size range of 20 to 29 children, and about two-thirds offered full day care.

Presumably, the 148 proprietary nurseries were supported almost entirely by fees paid by parents. A considerable part of the income of nonproprietary centers was also provided by fees. Of the 107 nonproprietary centers that provided information on source of funds, 6 out of 8 charged parents a flat fee, 1 out of 8 charged a sliding fee based on ability to pay, and 1 out of 8 charged no fee at all. In addition to fees, the nonproprietary nurseries received support from a number of other sources. Of the 107 responding to the survey, 25 obtained funds from governmental agencies. Twelve of these received federal funds, 4 received state funds, 7 received county funds, and 1 received city funds. Thirty-four of the nonprofit centers received money from private, voluntary organizations. Of the 34, 9 received money from foundations, 12 received money from United Way, and 16 received money from other organizations. Twenty-three nurseries (for the most part cooperatives) raised money through membership fees; 14 nurseries (again, primarily cooperatives) raised money through fund raising activities, and 9 nurseries (for the most part under religious sponsorship) raised money by donations.

The 70 children's centers in the San Francisco Bay Area were all administered by local school districts. Information on capacity was available for only 61 of the centers -- they had a total capacity of 5,177 children. Forty-three children's centers provided information about their funding sources. Of the 43 centers, 35 received federal funds. Most of the federal funds came from AFDC and WIN programs. All of the 43 centers received state funds -- primarily funds from the State Department of Compensatory Education. One center received money from a county welfare department, and 29 centers (all located in the City of San Francisco) received special city/county tax money. All of the 43 centers charged fees for child care.

In 1970, the San Francisco Bay Area had 1,810 licensed family day care homes. The total capacity of the homes was not reported for 1970, but a 1974 report shows there were 2,105 licensed homes with a total capacity of 7,789 children. However, a state report suggests that the number of licensed child care homes is only one-third or one-fourth of the total number of child care homes. Presumably, care for children in child care homes is directly paid for by parents, but a substantial part of the money is provided by public agencies, such as county welfare departments.

The total capacity of the 361 nurseries, 70 children's centers, and 1,810 licensed day care homes in 1971 was approximately 85,000 children. In 1974, a United Way survey estimated there was need for 20,989 additional licensed day care spaces in the San Francisco Bay Area.

In the Spring of 1970, a survey of child care in metropolitan Minneapolis was conducted by a local United Way agency. The survey covered only day care centers; it did not include day care homes. At the time, metropolitan Minneapolis had 38 day care centers, with an estimated total capacity of 1,362 children. Of the 38 centers, 35 participated in the survey. There were 16 proprietary (profit-making) centers and 19 nonproprietary (nonprofit) centers. Approximately one-half of the centers were in the size range of 30 to 39 children. Thirty-two centers provided information on source of funds. Fourteen (40 percent) received all of their income from fees, six (17 percent) received all of their funds from the federal government, and twelve (34 percent) received money from both fees and other sources.

Of the 16 proprietary centers that participated in the survey, 12 were entirely supported by fees, 2 were supported 80 percent by fees and 20 percent by private gifts, and 2 were supported by fees and 5 to 15 percent by federal funds. Eight independent, nonprofit centers provided information on source of funds. Two were entirely supported by fees; three were supported 85 percent by fees and 15 percent by federal funds; one was supported 43 percent by fees and 57 percent by private gifts; one was supported 91 percent by fees, 4 percent by churches, and 5 percent by the federal government; and one was supported 45 percent by fees and 55 percent by a hospital. In addition to the 16 proprietary centers and 8 independent, nonprofit centers, 2 day care centers were supported approximately 70 percent by the United Way, and 6 day care centers were supported entirely by the federal government.

All of the day care centers participating in the Minneapolis survey, except five supported totally by federal funds, were supported at least in part by fees. The two United Way centers had sliding fee schedules -- with fees based on ability to pay. Many low-income families with children in day care had part or all of their fees paid by public agencies. In nine day care centers, all of the families paid their own fees. In 17 centers at least 60 percent of the families paid their own fees. In one center about one-half of the families had their fees paid by public agencies. And, in three centers, all of the families had their fees paid by public agencies.

E. The AFT's Position

Although the foregoing material presents only a partial view of the early childhood education and day care delivery system, a number of problems in that system are readily apparent. The problem of overlapping and inefficient governance is illustrated by the fact that at the federal level and within the states, numerous programs, separately funded and separately administered, are established to serve substantially the same purpose. Looking at the tables for Massachusetts, West Virginia and Texas, one sees from six to ten different federal programs, channeled through three or four separate state departments, flowing out to an assortment of local agencies. Furthermore, these tables include only a small proportion, less than one-tenth, of the total number of federal child care programs operating within each state. Another problem is that federal funds for various child care programs are not delivered on a common basis. This is illustrated by the fact that some programs, such as ESEA Title IV-C, are 100 percent federally funded, whereas others such as Follow Through receive federal funds at the 75 percent level, or less.

In the fragmented and uncoordinated structure of federal funding for child care, money that states obtain through a number of federal programs may actually be used as "state provided" matching funds to obtain other federal programs. Thus, in some cases the federal government pays the state's share in addition to its own, and in other cases it does not. An additional problem with the concept of matching funds is that a number of states fully use their quotas of federal child care funds, but others, for the lack of state appropriations, do not. Thus, for lack of state matching funds, children and parents in some states are denied federally funded services that are provided to children and parents in other states. Altogether, dependence upon state and local funding is a major weakness in the delivery of child care. It is apparent, after examining the existing level of state child care efforts, that any significant development of early childhood education or day care will require federal initiative and support -- it cannot be left to the states. State and local governments essentially just pass through federal money for child care. They contribute very little to the total amount.

Some federal funds are provided through categorical programs, such as Head Start or Follow Through, while other funds are administered in block grants. The patchwork of funding sources, administrative agencies, and programs surrounding child care has created an atmosphere of "grantsmanship" -- in which money is distributed according to skill in writing proposals, not according to the needs of children and parents. It has also produced a chaotic situation where federal day care standards, supposedly tied to child care funding, cannot be reliably enforced. In addition, the current shift toward block grants, such as Social Security Act Title XX, threatens the existence of child care programs. Child care funds are being thrown into a funding grab bag where they may be seized by other programs that are backed by powerful interests.

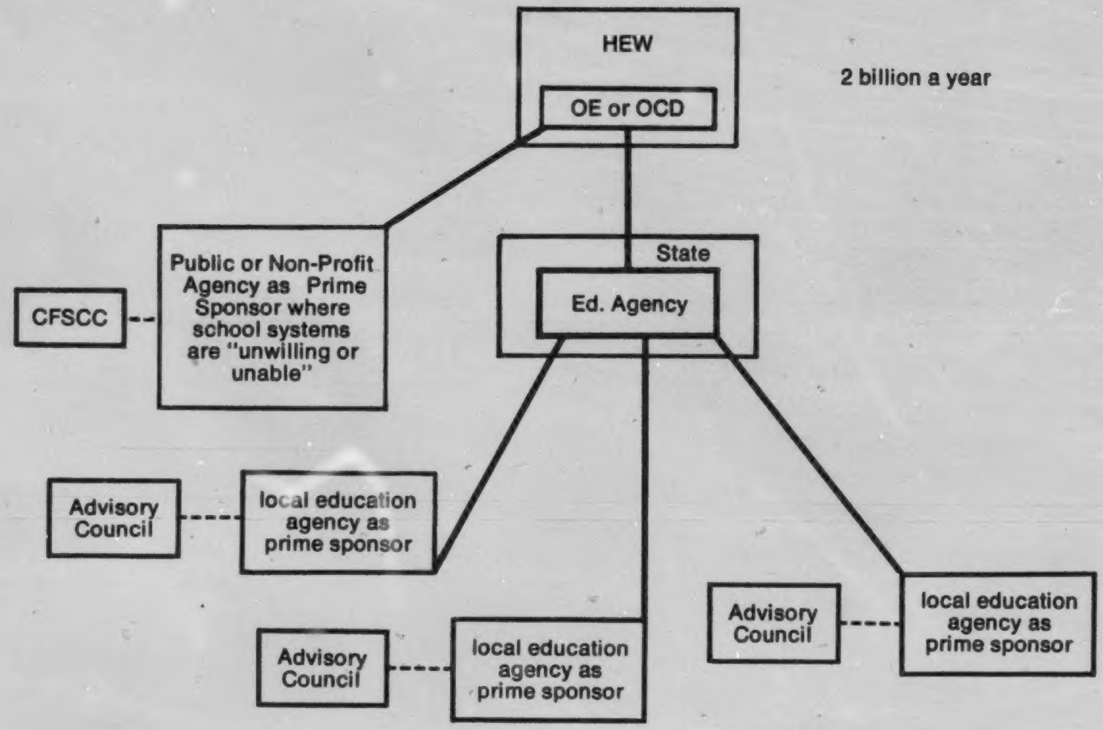
The disorganized and inefficient distribution of federal funds for day care and early childhood education obviously needs coordination and order. The American Federation of Teachers has a number of very specific suggestions to make with regard to the Child and Family Services Act of 1975. The reasoning behind them is fully discussed in the main argument presented in this manual. They, nevertheless, bear repetition and emphasis here and are enumerated on the chart on the following page. Most of them should be obvious, given the picture presented thus far.

In addition to coordination and order, the delivery of federal child care funds requires a flexible structure that can adapt to different needs and opportunities. Public education presumed prime sponsorship of federal programs for early childhood education and day care can provide flexibility within the context of a rationally organized system. For example, public education has demonstrated it can work with a variety of public and private agencies to deliver services to young children. School districts in many areas cooperate with local health and welfare departments to provide medical and other services to young children. School districts also work with a variety of private, nonprofit organizations, such as United Way agencies, to provide child care services. There is no reason why public education agencies, as presumed prime sponsors, could not contract with existing nonprofit day care centers to continue their services.

Public education has also demonstrated its flexibility by coordinating and delivering a variety of educational programs. Already many public schools offer training courses for day care personnel, and some school districts provide day care services in addition to kindergarten programs. Another indication of the flexibility of public education is the long history of involvement of parents and diverse community groups in shaping and guiding its programs. Most notably, this involvement comes through Parent Teacher Associations. Public education has demonstrated its flexibility in serving the needs of young children in addition to older students. The continuing growth of public kindergarten, as well as public education's emerging role in serving preschool, handicapped children, attests to its success in helping young children.

Public school presumed prime sponsorship offers an existing mechanism to consolidate the administration of federal funds for child care, to provide child care services on a universal basis, to relate these services to continued education, to monitor program quality, and to administer federal funding of child care under public scrutiny. Public education presumed prime sponsorship offers an orderly yet flexible way out of the present chaos of federal child care programs.

The AFT's Proposed Delivery System


HEW
OE or OCD
2 billion a year
Public or Non-Profit Agency as Prime Sponsor where school systems are "unwilling or unable"
CFSCC
State
Ed. Agency
Advisory Council
local education agency as prime sponsor
Advisory Council
local education agency as prime sponsor
Advisory Council
local education agency as prime sponsor

KEY

OE means Office of Education
OCD means Office of Child Development
CFSCC means Child and Family Service Coordinating Council

KEY PROVISIONS

1. Public school systems are presumed prime sponsors of all programs supported by the Act.
2. Where public schools are unwilling or unable to accept this responsibility other public or non-profit private agencies may do so.
3. No private, profit-making entities may receive funds.
4. Local education agencies may contract with other public agencies for health and other family social services.
5. Care provided should be free and universally available. No means test shall apply.
6. Federal Interagency Day Care Requirements should apply as a minimum. Where local or state standards and codes are higher they should be adhered to.
7. A variety of day care forms including in-home care, family day care, and day care centers may be used under public school sponsorship.

C

The Costs of Providing Early Childhood and Day Care Programs

C

THE COSTS OF PROVIDING EARLY CHILDHOOD AND DAY CARE PROGRAMS

One of the most critical issues which emerges from the AFT's advocacy of comprehensive child-care programs (with the public schools as presumed prime sponsor) is the question of costs. What will it cost the nation to provide early childhood education and day-care opportunities to children and parents on a voluntary basis? Obviously, the implementation of such a program would require a substantial investment of human and economic resources. And, though for this reason such a program will be achieved gradually, it is necessary to understand some of the relevant questions about costs.

With the renewed interest and the pressing need for child care developing, most child-advocacy groups, including the AFT, have become convinced over the past decade that early childhood care should be educational and developmental, not custodial. Even though most child-care arrangements today remain custodial in nature, there are good model comprehensive programs which provide the data base for cost estimates.

The major source of data and information used here in discussing cost estimates was "Standards and Costs for Day Care," prepared by the Children's Bureau of the U.S. Department of Health, Education, and Welfare in 1967-68. (See Appendix, Tables 2-4.) There are several other surveys, but the HEW study is the most frequently cited and generally accepted study of the costs of child care.* The components of the programs analyzed by HEW may not reflect the only standards necessary for a high quality developmental program. For instance, there may be need for more effective child/staff ratios, more space per child, more emphasis on parental involvement, etc. But for illustrative purposes, the HEW study will suffice.

Drawing upon its experience with the Head Start program, the Department computed the average annual per-child cost for three different settings at three different levels of care and educational services. The definitions and "units" of service presented in Tables 1-4 represent a synthesis of the national picture at that time. However, the figures have been adjusted to reflect current price changes since 1967, with increases for the various elements of each program ranging from 44 percent for clothing to 78 percent for food.

The adjustments were computed by using the price changes for roughly comparable categories used in the Consumer Price Index. Also it should be noted that the average compensation levels, particularly for professional personnel, are significantly below those in the public schools. The effect of this adjustment will be added to the costs later in the discussion.

The definitional distinction between the three program levels is described by HEW as follows:

1. 'Minimum' is defined as the level essential to maintain the health and safety of the child, but with relatively little attention to his developmental needs.

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* /These studies include Abt Associates, Inc., A Study in Child Care, 1970-71 (OEO Contract No. OEO-BOO-5213), 55 Wneeler Street, Cambridge, Mass. 02138, April 1971 and Westinghouse Learning Corporation (Westat Research), OEO Contract No. 800-5160, Day Care Survey 1970, April 16, 1971./

2. 'Acceptable' is defined as including a basic program of developmental activities as well as providing minimum custodial care.

3. 'Desirable' is defined as including the full range of general and specialized developmental activities suitable to individualized development.

TABLE 1

STANDARDS AND COSTS OF DAY CARE: COMPARATIVE SUMMARY
OF COST PER CHILD
(1975-76)

	Minimum	Acceptable	Desirable
Group day care: Generally used for 3-5 year olds (total)..................	$2,016	$3,015	$3,755
Foster day care: Generally used for children under 3 (total)....................	2,295	3,282	3,834
Before and after school and summer care: Generally used for children 6-13 (total)....................	510	1,074	1,074

The major cost difference (60 percent) between the minimum care level and 'acceptable' or 'desirable' levels is found in the higher ratio of staff to children, both in terms of regular staff and in special service areas such as social service, health, psychology, and music.

Another 30 percent of the difference results from higher levels of food, transportation, medical services, and parent activities or involvement. The remaining 10 percent difference is explained in the provision of more space, supplies, and especially, administration.

The difference between the 'acceptable' and 'desirable' levels is primarily attributable to an additional assistant teacher or aide (full-day center) and greater emphasis on parent involvement, health care and an individualized developmental program.

The various components listed in Tables 2-4 represent a consensus among a number of experts as to the elements required in each level of service. Also, when examining these cost estimates, it is important to remember that the figures are averages across the country. The actual costs will vary widely depending on the areas of the country being served.

Cost Variations

Most of the cost studies are in terms of national, average costs. However, in reality, the prices for all of the elements in each program may vary as much as 100 percent. For instance, the differences in salaries alone are as great as 56 percent (excluding Alaska) between Mississippi and California (Table 5). Also, price variations of other cost items are evident when we compare the consumer price indices for various cities across the country (Table 6). Added to this are the differences within each state between urban and rural areas which could amount to 10 percent or even more.

In short, in addition to the significant cost differences that result from the standards or quality of programs (developmental vs. custodial), there will be a substantial difference in cost when price adjustments are computed for each individual state.

Why Early Childhood Education Costs So Much More

Why does the cost for day care -- with a developmental-individualized learning program -- range from $3,400-$4,000 when we only spend about $1,300 per student on the average (current expenditure) for elementary and secondary education?

Assuming that an early childhood education program would operate on a similar basis as child care in order to accommodate the needs of working parents, the explanation for this very substantial cost difference involves four factors:

1. School Year - Early childhood education involves a program that must run on a 250 to 320 day basis per year. This compares to a 180-day school year in elementary and secondary education. This factor alone would account for about 25-30 percent of the differential.

2. School Day - The program would operate, at least for the children of working parents, on a 10-11 hour day compared to a 6 hour day for elementary and secondary education. This factor adds another 20-25 percent to the cost.

3. Adult/Child Ratio - The most significant factor that explains the cost difference is the generally accepted need for adult/child ratios of 1:5 in the 3-4 age group and 1:7 in the 4-6 age group. The HEW study uses a one teacher, two assistants/five children ratio. This compares to a ratio of 25-30 pupils per teacher in elementary and secondary education. Meeting this staffing requirement accounts for about 50 percent of the cost difference.

4. Salary Guidelines - Also, it was mentioned earlier that the HEW study uses salary standards which are considerably below salaries prevailing in public schools. Since the AFT program envisions a greater use of certified classroom teachers, the staff-cost component would have to be increased. Comparable increases for paraprofessionals, special service teachers, and business and maintenance workers would also be required.

Overall Costs of Early Childhood Education

Estimates of the total cost of meeting the goal of universally accessible early childhood education can vary substantially depending on the assumptions that are made. For instance, if we assume that all 10.4 million of the nation's children age 3-5 (Table 7) were suddenly enrolled in such a program, the costs, depending on which level of services were being provided, could range from $20 to $40 billion a year. This cost would not, of course, all be federal expenditure. Eventually, much of the cost would be picked up by state and local governments. The American Federation of Teachers is recommending a federal start-up figure of only $2 billion.

Current Spending - However, even if we make this most extreme assumption, these expenditures would not represent new monies or resources. A rough estimate of the total now being spent on various day-care services could be as much as $6 billion. This figure is derived by adding together federal child-care expenditures (including child-care tax deductions) of $1-1/2 to $2 billion; another billion dollars or more is provided by other levels of government; private expenditures by parents of between $1 and $1.5 billion; and, another $1 to $1.5 billion representing an average estimate of in-kind donations.

Clearly then, when computing the total costs for a comprehensive program, the nation should remember that, as parents and taxpayers, it is currently spending perhaps as much as $6 billion on various kinds of child care. For this reason, the overall cost estimates should be automatically reduced by this amount in order to get a view of new projected costs.

Costs of Facilities, Utilities and Maintenance - For the last three years elementary and secondary enrollment has declined by approximately 350,000 per year. Since this decline is projected to continue through the decade, particularly at the elementary level, savings could be achieved by utilizing, with appropriate remodeling, this vacant classroom space. The magnitude of this kind of savings, though difficult to estimate, could range between 5 and 10 percent of total cost estimates.

Staffing Needs - Assuming an 'acceptable' program, as defined by HEW, could be phased in over the next five years, the employment of personnel would average 500,000 to 600,000 a year. About 150,000 to 200,000 certified teachers would be needed each year through 1980. Of course, without a significant increase in our training capabilities, there might be serious recruitment problems for school districts. However, in the initial stage, the problem could be handled by retraining some of the 150,000-200,000 elementary and secondary teachers who are either employed outside teaching or unemployed. They provide a ready source as both teachers and program directors.

Administrative Costs - Another cost item in current expenditures which could be reduced substantially under a public-school coordinated program is administrative cost. Presently there are more than 60 federal programs which provide funds for early childhood and day-care programs. These funds are distributed through as many as seven departments of a state government. These funds are then distributed to as many as 30 to 40 state and local agencies which administer the various programs. A look at the bureaucratic maze the funds are channeled through reveals that only nominal coordination is attempted or achieved.

Assuming that administrative cost from federal to local units takes 10-20 percent of the initial appropriation, a single administrative agency with a single prime sponsor at the state and local level could result in substantial savings. These savings could mean a lower total cost and/or the possibility of a higher quality program.

A Voluntary Program - Another factor which must be considered when total estimates are made is the impact of the voluntary aspect of such a program. Many parents will elect not to enroll their children for a variety of reasons. While the percentage of working mothers who enroll their children will be substantial, perhaps as high as 80 percent of the 3 million or so children in this category, the percent of the children of the other 6 million or more might be as low as 50 percent -- for a total possible enrollment of slightly over 5 million. Of course, there is no way to accurately predict the exact number, but these estimates illustrate the kinds of factors which can dramatically affect estimates of total cost.

In summary, per-child costs for early childhood education will be almost one and a half times greater than the current average expenditures for elementary and secondary pupils. This is primarily due to the need, generally accepted, for much greater numbers of trained personnel to insure quality programs. Another important factor is the need for a longer school day and year to accommodate working parents.

When estimates of the total cost of comprehensive child care are computed, it is important to estimate the potential nonparticipation in this type of voluntary program as well as to subtract the nation's existing investment in child care to arrive at a realistic estimate of the necessary new funding. These subtractions would include current spending of about $4.5 billion on child care; the savings gained by utilizing empty classrooms and buildings that are becoming available as public elementary enrollment declines; and, the significant net savings from reducing the high administrative cost of the present system.

Integral to the issue of cost, of course, is the question of what kind of care the public should provide for children. Custodial service is cheaper, but the AFT advocates a developmental approach because of the demonstrated importance of a child's early years as the formative period of developing learning patterns and general achievement. The AFT has stated these goals as follows:

> It is our belief that high quality early childhood education and day care can help us begin to solve a number of our pressing social problems -- it can help us reduce underachievement; it can provide health and institutional care for those who might not get it otherwise; it can bring parents closer to the schools; it can stimulate school integration by providing quality programs at earlier ages. Such a program can help us begin to provide universal education with all its benefits for all our citizens of every age.

TABLE 2

STANDARDS AND COSTS OF DAY CARE: FULL DAY IN A CENTER
(Based on centers providing service 10-12 hours a day, 5 days a week)

	Levels of Quality					
	Minimum		Acceptable		Desirable	
Program Element	Description	Annual cost per child	Description	Annual cost per child	Description	Annual cost per Child
1. Food, meals and snacks..........	1 meal and snacks..............	$249	2 meals and snacks..........	$374	2 meals and snacks....	$374
2. Transportation...	Provided at parent expense.........		Provided by center..........	93	Provided by center....	93
3. Medical and dental services	Examination and referral services.	34	Examination and referral services.	34	Examinations, treatment when not otherwise available, and health education.	103
4. Work with parents	Little or none except on problem cases.	16	General parent activities plus limited counseling services	48	Parent education, family-type activities, full counseling services	112
5. Facilities and utilities (rental)	Space meeting State and local licensing requirements.	137	Same.......................	137	Space providing more generous room for child activities plus room for work with parents.	167
6. Clothing and other emergency needs	As necessary..................	29	As necessary...............	29	As necessary.........	29
7. Supplies and materials	Custodial program.............	70	General developmental program.	88	Individualized developmental program	131
8. Equipment (annual replacement costs).	............do...............	17	.............do...........	20	..........do.........	26
9. Staff						
(a) Classroom, professional at 10,400	1 per 20 children............	440	1 per 15 children.........	648	1 per 15 children.....	648
(b) Classroom, nonprofessional at 7,040	2 per 20 children............	512	2 per 15 children.........	672	3 per 15 children.....	1024
(c) Social service, professional at 10,560	1 per 150 children...........	104	1 per 100 children........	104	1 per 100 children...	104
(d) Community,	None................................		...do...................	32	2 per 100 children....	72

	social service parent or health aides at 7,040.						
(e)	Business and maintenance at 6,400	2 per 100 children	128	3 per 100 children	192	3 per 100 children	192
(f)	Special resource personnel (psychology, music, art, consultants, etc.) at 10,560.	Urgent need only	32	1 per 100 children	96	2 per 100 children	192
(g)	Supervision at 12,800.	1 per 100 children	128	2 per 100 children	256	2 per 100 children	256
10. Training		Approximately 10 percent of salary costs	120	Approximately 10 percent of salary costs	192	Approximately 10 percent of salary costs	232
		Total per child	$2,016		$3,015		$3,755

SOURCE: Child Care: Data and Materials, Committee on Finance, United States Senate, October 1974, G.P.O., p. 177.

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TABLE 3

STANDARDS AND COSTS OF DAY CARE: FOSTER DAY CARE SITUATION

(Based on centers providing service 10-12 hours a day, 5 days a week)

Program Element	Levels of Quality					
	Minimum		Acceptable		Desirable	
	Description	Annual cost per child	Description	Annual cost per child	Description	Annual cost per child
1. Food, meals and snacks..........	1 meal and snacks.............	$ 178	2 meals and snacks.........	$ 267	2 meals and snacks......	$ 267
2. Transportation.....	Parents responsible................		Parents responsible...............		Parents responsible..........	
3. Medical and dental services.....	Examination and referral services.	34	Examination and referral services.	34	Examinations, treatment when not otherwise available and health education.	103
[illegible]. Work with parents.	Little or none except on problem cases.	16	General parent activities plus limited counseling services.	48	Parent education family-type activities, full counseling services.	112
5. Facilities and utilities (rental).	Special maintenance allowance in lieu of rent plus central administrative space.	46	Same......................	46	Same....................	46
6. Clothing and other emergency needs.	As necessary..................	29	As necessary...............	29	As necessary...........	29
7. Supplies and materials.	Limited developmental.........	35	Developmental program.......	61	Enriched developmental..	88
8. Equipment (annual replacement costs).	.......do....................	15	.......do..................	26	.......do..............	34
9. Staff:						
(a) Day care mother at $7,040.	1 per 5 children..............	1408	1 per 4 children...........	1760	1 per 4 children........	1760
(b) Social service professional at $10,560.	1 per 150 children............	70	1 per 100 children.........	106	1 per 100 children......	106
(c) Community, social service, parent or health aides at $7,040.	None.............................		1 per 100 children.........	70	2 per 100 children......	70
(d) Business at $7,040.	2 per 100 children...........	128	2 per 100 children.........	128	.......do..............	128
(e) Special resource personnel, (psy-	Urgent needs only............	32	.......do..................	211	4 per 100 children......	422

chology, music, art, consultants, etc.) at $10,560.						
(f) Supervision at $12,800.	1 per 100 children at $12,800.	128	.......do....................	256	3 per 100 children......	384
10. Training.........	Approximately 10 percent of salary costs.	176	Approximately 10 percent of salary costs.	240	Approximately 10 percent of salary costs.	285
Total		$2,295		$3,282		$3,834

SOURCE: Ibid.

TABLE 4

STANDARDS AND COSTS OF DAY CARE: BEFORE AND AFTER SCHOOL AND SUMMER CARE

(Based on centers providing service 10-12 hours a day, 5 days a week)

	Levels of Quality					
	Minimum		Acceptable		Desirable	
Program Element	Description	Annual cost per child	Description	Annual cost per child	Description	Annual cost per child
During school months (40 weeks)						
1. Food, meals and snacks.	Snack	$53	Snack and breakfast	$125	Snack and breakfast	$125
2. Work with parents.	Urgent only	16	Supplementary to school services.	32	Supplementary to school services.	32
3. Facilities.	Assume use of school or other nonrent facilities.	15	Same	15	Same	15
4. Supplies and materials.	Custodial	35	Developmental	70	Developmental	70
5. Equipment (annual replacement costs).	do	17	do	26	do	26
6. Personnel:						
(a) Day care workers at $7,040.	1 per 25 children for 3 hours	85	1 per 15 children for 3 hours.	141	1 per 15 children for 3 hours.	141
(b) Special resource personnel, $10,560.	None		1 per 45	106	1 per 45	106
(c) Business at $6,400.	1 per 250 children	19	1 per 250 children	19	1 per 250 children	19
(d) Supervision at $12,800.	do	38	2 per 250 children	38	2 per 250 children	38
7. Training.		14		45		45

SOURCE: Ibid.

(continued)

TABLE 4 (continued)

STANDARDS AND COSTS OF DAY CARE: BEFORE AND AFTER SCHOOL AND SUMMER CARE -- (Continued)

(Based on centers providing service 10-12 hours a day, 5 days a week)

	Levels of Quality					
	Minimum		Acceptable		Desirable	
Program Element	Description	Annual cost per child	Description	Annual cost per child	Description	Annu co p chi
Summer Period (12 weeks):						
1. Food, meals and snacks.........	Snacks and 1 meal................	$62	Snacks and 2 meals...........	$ 89	Snacks and 2 meals..........	$
2. Work with parents........	Urgent only......................	8	Supplementary to school services.	24	Supplementary to school services.	
3. Facilities......	Assume use of school or other nonrent facilities.	30	Same.........................	30	Same......................	
4. Supplies and materials......	Custodial.......................	18	Developmental...............	26	Developmental..............	
5. Equipment (annual replacement costs).	.......do.......................	9	.......do..................	17	.......do.................	
6. Personnel:						
(a) Recreation supervisors at $7,040.	1 per 25 children (8 hours per day).	64	1 per 15 children (8 hours per day).	104	1 per 15 children (8 hours per day).	1
(b) Special resource personnel at $10,560.	None............................		1 per 30 children...........	88	1 per 30 children..........	
(c) Business at $6,400.	1 per 250 children.............	6	1 per 250 children..........	6	1 per 250 children.........	
(d) Supervision at $12,800.	.......do......................	13	3 per 250 children..........	38	3 per 250 children.........	
7. Training........	Approximately 10 percent of salaries.	8	Approximately 15 percent of salaries.	35	Approximately 15 percent of salaries.	
Total................................		$510		$1,074		$1,0

SOURCE: Ibid.

TABLE 5

AVERAGE SALARIES OF PUBLIC-SCHOOL TEACHERS AS PERCENT OF NATIONAL AVERAGE, 1974-75

State	Percent	State	Percent
Alaska	142.0	Montana	89.0
California	126.0	Iowa	89.0
New York	125.0	Georgia	88.0
Hawaii	118.0	New Mexico	88.0
Illinois	113.0	Wyoming	88.0
Michigan	112.0	Missouri	87.0
New Jersey	111.0	New Hampshire	87.0
Maryland	110.0	Utah	87.0
Minnesota	109.0	Maine	85.0
Rhode Island	107.0	Texas	85.0
Nevada	105.0	Tennessee	84.0
Washington	103.0	Nebraska	83.0
Pennsylvania	102.0	Louisiana	82.0
Delaware	100.0	Vermont	82.0
Massachusetts	99.0	South Carolina	81.0
Connecticut	99.0	Alabama	81.0
Wisconsin	98.0	Kansas	81.0
North Carolina	95.0	Idaho	80.0
Indiana	95.0	Oklahoma	78.0
Arizona	94.0	West Virginia	78.0
Colorado	94.0	Kentucky	77.0
Ohio	93.0	North Dakota	77.0
Oregon	92.0	Arkansas	76.0
Virginia	90.0	South Dakota	74.0
Florida	89.0	Mississippi	70.0

SOURCE: AFT, Survey of Teachers' Salaries, 1974-75, and State Departments of Education.

TABLE 6

CONSUMER PRICE INDEX -- UNITED STATES AND SELECTED AREAS FOR URBAN WAGE EARNERS AND CLERICAL WORKERS, COMMODITY GROUPS, AUGUST 1975

City	All Items	Food	Housing	Apparel and Upkeep	Transportation	Health and Recreation
U.S. City Average	162.8	178.1	167.7	142.3	153.6	154.6
New York-Northeastern New Jersey	167.5	182.6	173.0	142.0	159.6	159.5
Philadelphia	165.6	183.0	171.1	136.0	155.2	159.7
Buffalo	163.5	174.6	172.4	154.7	149.6	150.1
Washington	163.4	185.2	162.0	143.7	154.7	158.2
San Diego	162.5	175.4	173.0	139.9	157.4	147.1
Cleveland	162.4	178.6	158.5	144.6	157.9	164.0
Detroit	161.4	173.8	163.2	138.1	152.4	162.7
Dallas	160.6	175.5	160.2	142.3	161.4	154.7
Milwaukee	159.2	174.9	157.3	152.0	154.7	151.4
Chicago	159.1	176.9	156.8	136.6	156.3	155.7
Los Angeles-Long Beach	158.8	171.7	163.0	137.3	157.1	149.2
Seattle	157.3	171.6	165.5	138.9	138.9	147.4

SOURCE: U.S. Department of Labor, Consumer Price Index.

Table 7 –Population and preprimary enrollment of children 3 to 5 years old, by level, control of program, age, and race: United States, October 1974

(*Numbers in thousands*)

Age and race*	Number in population	Enrolled in preprimary			Enrolled in prekindergarten			Enrolled in kindergarten		
		Total	Public	Nonpublic	Total	Public	Nonpublic	Total	Public	Nonpublic
Total 3 – 5 years	10,393	4,699	3,001	1,698	1,603	422	1,182	3,096	2,580	516
White	8,667	3,941	2,427	1,514	1,337	291	1,046	2,604	2,135	469
Other races	1,726	759	575	184	266	130	136	492	445	48
(Black)	(1,547)	(678)	(526)	(152)	(227)	(121)	(106)	(451)	(405)	(46)
3 years	3,450	685	178	506	650	159	492	34	20	15
White	2,866	560	118	442	539	108	431	21	9	12
Other races	584	125	61	64	112	50	61	13	10	3
(Black)	(515)	(99)	(56)	(43)	(86)	(45)	(41)	(13)	(10)	(3)
4 years	3,516	1,322	543	778	865	229	636	457	314	143
White	2,938	1,098	402	696	734	163	571	364	239	125
Other races	578	224	142	82	131	67	64	93	75	18
(Black)	(515)	(201)	(128)	(73)	(118)	(63)	(55)	(83)	(65)	(18)
5 years	3,426	2,693	2,280	413	88	34	54	2,605	2,246	359
White	2,863	2,283	1,907	376	65	20	44	2,219	1,887	332
Other races	564	410	373	37	23	13	10	387	359	27
(Black)	(517)	(379)	(343)	(36)	(23)	(13)	(10)	(355)	(330)	(26)
					Enrolled as percent of population					
Total 3 – 5 years		45.2	28.9	16.3	15.4	4.1	11.4	29.8	24.8	5.0
White		45.5	28.0	17.5	15.4	3.4	12.1	30.0	24.6	5.4
Other races		44.0	33.3	10.6	15.4	7.5	7.9	28.5	25.8	2.8
Black		43.9	34.0	9.8	14.7	7.9	6.9	29.2	26.2	3.0
3 years		19.8	5.2	14.7	18.9	4.6	14.3	1.0	.6	.4
White		19.5	4.1	15.4	18.8	3.8	15.0	.7	.3	.4
Other races		21.4	10.4	11.0	19.1	8.6	10.5	2.2	1.8	.5
Black		19.2	10.8	8.4	16.7	8.8	7.9	2.5	2.0	.5
4 years		37.6	15.5	22.1	24.6	6.5	18.1	13.0	8.9	4.1
White		37.4	13.7	23.7	25.0	5.5	19.4	12.4	8.1	4.3
Other races		38.7	24.5	14.2	22.7	11.5	11.1	16.0	13.0	3.1
Black		39.0	24.8	14.2	22.9	12.2	10.7	16.1	12.6	3.5
5 years		78.6	66.5	12.1	2.6	1.0	1.6	76.0	65.6	10.5
White		79.7	66.6	13.1	2.3	.7	1.5	77.5	65.9	11.6
Other races		72.8	66.1	6.6	4.2	2.3	1.8	68.6	63.8	4.8
Black		73.2	66.3	6.9	4.5	2.5	2.0	68.7	63.7	4.9

*Numbers shown for "Black" are also included in "other races."
NOTE: Details may not add to totals because of rounding.

Source: Preprimary Enrollment, October 1974
National Center for Education Statistics

D

Recommended Standards for Teacher Education, Certification and Training

D

Recommended Standards for Teacher Education, Certification and Training

In 1968 a mere 1,200 teachers were trained specifically at the pre-elementary level. By 1970-71 the number of degrees granted had risen to 3,947, including 3,405 bachelor's degrees, 533 master's degrees, and 9 doctorates. At that time, at least 106 four-year colleges and universities had degree programs in pre-elementary education. A 1975 Education Commission of the States' (ECS) survey shows that, among the 43 states responding and Puerto Rico, 459 colleges now offer degree programs in early childhood education; 209 junior or community colleges offer two-year associate-in-arts (A.A.) degrees; and 654 colleges, in addition to all California colleges and all New York state universities, have course work in the field. These courses include related work in such areas as:

Child Development or Psychology
Language Development
Child, Family, and Community
Nursery School Theory and Practice
Developmental Psychology
Early Learning
Children's Speech Arts
Children's Literature
Educational Psychology
Observation of Preschool Children
Fundamentals of Testing
Personality Development
Supervision and Administration

Obviously, programs have increased rapidly in proportion to the likelihood of expanded job opportunities in this field. Since the implementation of comprehensive early childhood programs has lagged far behind expectations, many trained teachers and paraprofessionals are available who remain underemployed, or are working outside their field or teaching in elementary education. The latter was evident at a recent United Federation of Teachers' early childhood conference in New York where many teachers, trained in early childhood education but teaching at the elementary level, expressed disappointment in their inability to find work in their field of specialization.

A review of the qualifications of child care personnel required under present state licensing regulations (see appendix) exposes the low priority given to training requirements at the preschool level. Outside the public schools, most states require only that "teachers" have a high school education or make the vague stipulation that they be "equipped for work required." Of 48 states responding to an ECS survey of certification requirements, 37 had no certification requirements for day care personnel. Eleven states of those responding had no certification requirements whether within or outside the schools. In contrast, the impact of public school sponsorship on preparation can be seen from the fact that 22 states require at least an elementary education certificate for prekindergarten teaching and 12 more require additional course work or a special certificate in early childhood education. This, however, generally applies only to programs conducted under the auspices of the schools.

Unfortunately, state laws are adapted to fit the situation which exists rather than what should be expected. Custodial child care has been the rule rather than the exception, employing mostly low paid, untrained workers. The result is inadequate programs and a high turnover rate in personnel which adds to the reduction in program quality.

The federal government, through the Office of Child Development, has sought not only to continue this practice but to give it added legitimacy. It has funded the Child Development Associates Consortium (CDA), Inc. which established a competency-based assessment and credentialing system centered around six broad, vaguely defined areas, including the abilities to:

1. Set up and maintain a safe and healthy learning environment;

2. Advance physical and intellectual competence;

3. Build positive self-concept and individual strength;

4. Organize and sustain the positive functioning of children and adults in a group learning environment;

5. Bring about optimal coordination of home and center child-rearing practices and expectations;

6. Carry out supplementary responsibilities related to the children's programs.

The Consortium developed critical tasks or "organizers" within these six areas based on what some early childhood "experts" feel to be important qualities and abilities of a competent child care worker. No actual research has been conducted to prove the validity of these objectives. Though there has been continual evidence of this, a CDA Credentialing and Community Relations Department report dated February, 1975 speaks for itself:

> The most recent revision of the competencies was a review by Marita Allen, Judy Pokorni and Dr. Bernard Spodek at the University of Illinois. According to Dr. Spodek, the competency statements are too general to be used effectively in evaluating performance in any one setting with young children. The observation procedure and data gathering are unsystematic, subjective and, consequently, give little quality control. The team process of decision-making appears to rely almost entirely on the judgment of the assessors. According to Dr. Spodek, the only way to insure quality control in such a system is to certify the team members.

One might question how giving a phony credential to the assessment teams will make their evaluations any more valid. Even more ludicrous is the fact that despite Dr. Spodek's warning, the CDA board of directors, just one month later on March 27, voted to begin credentialing.

When the trainer feels a candidate is ready, performance is judged by a four-member team including the candidate, a parent-community represenative, the trainer and a CDAC leader. A positive rating by at least three team members is required for awarding a credential. Examination of this arrangement shows that all four team members are likely to have a vested interest in seeing that the candidate receives a credential. Most obvious is the questionable objectivity the candidate brings to the rating process. The parent-community representative is chosen by the candidate and trainer, and therefore may have personal ties which limit objectivity. The trainer, who is responsible for the candidate's training, may see failure to award a credential as a reflection on his or her teaching abilities. Finally, the CDAC leaders, who may well be affected by their employer's eagerness to credential, could be incapable of making valid assessments.

Further caveats in relation to

the CDA credential are:

1. The Consortium is urging that any federally-funded child care program require a CDA credential, thus putting certification in the hands of the federal government (OCD);

2. Credentialing does not require in-depth knowledge and takes at most two years rather than the four-year preservice requirement for any other level of teaching;

3. The Consortium has discussed the possibility of recertification, perhaps every five years, despite the fact that this is not required in any other profession.

While CDA board meetings and reports show that field tests have knowingly been conducted with too small a sample to have predictive validity, that experts could not agree on competency of candidates, and that assessment teams have given candidates a high rating even where CDA representatives doubted they were truly competent to take responsibility for a group of three- to five-year-old children, the Consortium has insisted on going ahead with its credentialing system. Clearly, this is a slipshod effort which, if given any credibility, will continue the use of minimally trained, low-paid workers in substandard early childhood programs.

The importance of children's early years to their later development demands that high standards be maintained in teacher education and certification at the preschool level. In most other countries where child care services are well-established (e.g., France, Sweden, Denmark), the care of young children outside the home is entrusted only to professionals with college preparation. A minimum requirement for certification should be a bachelor's degree in education with specialization in early childhood development from an accredited institution.

AFT state and local affiliates should be instrumental in beginning a dialogue with teachers, college of education faculty, state education department personnel and state boards of education to determine proper requirements for preparation, certification and accreditation in early childhood education and child development. Once these new standards are established, teachers who meet the requirements should have the opportunity to transfer to such programs.

Inconclusive research has been conducted on the basics of pre-elementary education, but the following represent components generally accepted at this time. The prospective early childhood teacher should have a foundation in the liberal arts, including courses in humanities, social sciences, natural sciences, and mathematics. Training in this phase sometimes includes interdisciplinary coordination among departments of education, home economics, social welfare, psychology, sociology, anthropology, medicine, and biology. Course work encompasses such areas as home and family life, dynamics of human behavior, social movements, genetics, nutrition, psychology of behavior, social class and disadvantaged peoples, cultural influences on human values, and pre- and postnatal influences on behavior.*

Sociological, philosophical and historical foundations in education and methods and materials courses should be among education requirements. In 1968, A. Eugene Howard conducted an analysis of ten exemplary early childhood college programs and found that early childhood courses were taken in lieu of elementary education courses in four programs, in addition to elementary educational requirements in one, as an area of specialization in one, as a major in four, and as a minor in one. It should be noted that special courses and field experiences in early childhood were required in each instance. Generally, the earlier field experience is begun, the sooner students discover their suitability to work with young children and the relationship between theory and practice.

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*Characteristics of Early Childhood Teacher Education, A. Eugene Howard, Association for Childhood Education International, Washington, D.C., 1968.

Also, preservice programs should give students a broad working knowledge of child development beginning with the prenatal stage and including the social, physical, emotional and intellectual stages of early development. A partial listing of skills required further demonstrates the need for professional training. While we do not yet have the necessary research or evaluation techniques to relate these items to student progress, we do know enough to assume that early childhood teachers must have the knowledge to enable them to perform these functions:

1.. Understand child psychology and its various stages of development;

2. Observe and interpret children's behavior;

3. Enhance development of children's self-awareness, self-concept and self-image;

4. Encourage children's adjustment to new situations and their ability to learn through problem-solving;

5. Aid the child in developing language, sensory skills and gross and fine motor skills;

6. Lay conceptual foundations in academic content areas;

7. Work closely with parents to cooperatively support parental efforts and wishes in child development activities;

8. Provide for individual differences among children in the classroom;

9. Work well with supportive personnel;

10. Know first aid procedures;

11. Diagnose emotional and physical handicaps or learning deficiencies;

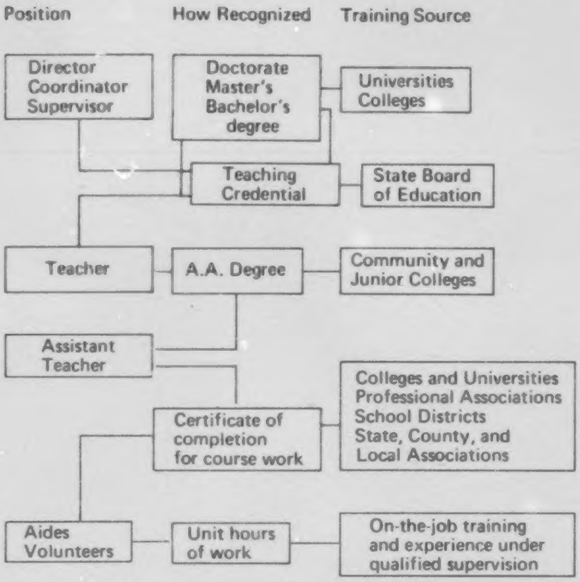
12. Work with the special problems of the emotionally disturbed or physically handicapped child.

Degree programs are now offered through various departments, such as elementary education, psychology, home economics and arts and sciences. Although we support cooperation among departments, only a degree which contains stipulated early childhood prerequisites through the college of education should be accepted in the certification of early childhood teachers.

AFT local and state federations are encouraged to review present early childhood teacher education programs in their states, to promote their upgrading if necessary, and to inform the national office of their content. These studies should include two-year associate-in-arts degree programs at junior and community colleges for paraprofessionals and aides who are working to become teachers as well as four-year degree programs for full certification. Federations should also encourage the development of internship programs at the early childhood level as an additional requirement for beginning teachers certification.

The following gives a general outline of typical personnel training levels in this area.* The "teacher" and aide qualifications need upgrading to provide that certified teachers complete a full four-year program and that aides meet the minimal requirement of a high school degree.

Personnel training levels in early childhood education


Position
How Recognized
Training Source
Director
Coordinator
Supervisor
Doctorate
Master's
Bachelor's
degree
Universities
Colleges
Teaching
Credential
State Board
of Education
Teacher
A.A. Degree
Community and
Junior Colleges
Assistant
Teacher
Certificate of
completion
for course work
Colleges and Universities
Professional Associations
School Districts
State, County, and
Local Associations
Aides
Volunteers
Unit hours
of work
On-the-job training
and experience under
qualified supervision

Patterns of Professional Training

While those entering any specialty of the teaching profession have normally come to it straight from college, the AFT believes that a large cadre of certified teachers already exists who are qualified or who could be trained to work in early childhood education. Those people may now be unemployed, employed in child care outside the schools, or employed in other occupations. These teachers could fill many teaching positions to be made available by passage of legislation such as the Child and Family Services Act.

Development of postsecondary and inservice programs for professionals and other positions can be encouraged through a variety of actions, including:

-- a program of incentive grants to state colleges and universities to encourage them to include specialized undergraduate and graduate degree programs in early childhood education and child development in their schools of education;

-- a program of incentive grants to state junior and community colleges to provide continuing education courses and A.A. degrees in early childhood education and child development;

-- the development of retraining programs for teachers certified in other areas through formal efforts in two-year and four-year postsecondary institutions and through inservice programs;

-- the establishment of training and demonstration centers to provide inservice training for professional personnel prior to and during expansion of early childhood programs;

-- the implementation of joint efforts between school systems and postsecondary institutions to provide inservice programs for early childhood personnel at the school site.

As mentioned, thousands of teachers are already certified in early childhood education and child development. However, to avoid a possible shortage of personnel with the gradual expansion of early childhood services and to offset unemployment problems, career ladder programs should be implemented as soon as possible. Teachers certified at other levels of education but interested in working with preschool children should have opportunities to work toward ECE certification while continuing to teach at another level. Unemployed teachers, child care workers, community people and others may be hired as paraprofessionals and aides. School boards should offer these paraprofessionals career ladder programs to enable them to advance toward ECE teacher certification. First priority in hiring preschool teachers should be given to former school district employees who have been laid off but have met the requirements for these positions.

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*Teachers of Young Children, Robert D. Hess and Doreen J. Croft, Houghton Mifflin Company, Boston, 1975.

Inservice training programs, continuing education and retraining opportunities for teachers and paraprofessionals must be provided by schools, junior and community colleges, and four-year postsecondary institutions.

By assuring that teachers are prepared in all aspects of child development and certified on that basis, we may have hope of seeing an end to the more than one century reign of custodial child care in the United States.

CERTIFICATION REQUIREMENTS AND ADMINISTRATION

State	Day Care Personnel	Kindergarten Teachers and Administrators	Kindergarten Paraprofessionals	Prekindergarten Teachers and Administrators	Prekindergarten Paraprofessionals	Agency Responsible for Certification	Elementary Certificate Applicable for Kindergarten and/or Prekindergarten Teaching
Alabama	Yes	Yes	Yes	Yes	Yes	State Department of Education for nursery school through grade 3 in public schools. Department of Pensions and Security determines qualifications for personnel in other programs	No
Alaska	Yes	Yes	No	Yes	No	Day care personnel—Health and Social Services. Kindergarten teachers, administrators and prekindergarten teachers, administrators—Department of Education	Yes
American Samoa	No reply						
Arizona	No	Yes	No	Yes	No	State Department of Education	Yes
Arkansas	No	Yes	No	No	No	State Department of Education	Yes, but must be accompanied by 15 hours in early childhood education courses, including practice to get K-6 certificate
California	Yes	Yes	No	Yes	No	California Commission for Teacher Preparation and Licensing	Yes
Colorado	Licensing requirements	Yes	No	No	No	State Department of Education certifies kindergarten teachers. State Department of Social Services determines day-care personnel qualifications for licensing purposes	Yes
Connecticut	No reply						
Delaware	No	Yes	No	Yes	No	Department of Public Instruction	Yes
Florida	No	Yes	No	Varies	No	State Department of Education	Yes
Georgia	No	Yes	Yes	No	Yes	Division of Teacher Certification, Department of Education	Yes
Guam	No reply						
Hawaii	No	Yes	Yes	Yes (for only DOE-administered programs)	Yes	Department of Education; for non-DOE administered programs, certification is not required, but minimum qualifications are required in order for the program to receive DSSH license to operate	Yes
Idaho	No reply						
Illinois	No	Yes	No	Yes	No	Office of the Superintendent of Public Instruction	Elementary certificate valid for K-8. Early childhood certificate valid for prekindergarten

State	Day Care Personnel	Kindergarten Teachers and Administrators	Kindergarten Paraprofessionals	Prekindergarten Teachers and Administrators	Prekindergarten Paraprofessionals	Agency Responsible for Certification	Elementary Certificate Applicable for Kindergarten and/or Prekindergarten Teaching
Indiana	No	Yes	No	Yes	No	Division of Teacher Education and Certification, State Department of Public Instruction	Yes
Iowa	No	Yes	No	Yes	No	Department of Public Instruction	Yes for kindergarten. No for prekindergarten
Kansas	Yes	Yes	Yes	Yes	Yes	Day care and prekindergarten personnel—Department of Health; kindergarten personnel—Department of Education	Yes for kindergarten. No for prekindergarten
Kentucky	No	Yes	No	No	No	Division of Teacher Education and Certification, State Department of Education	Yes
Louisiana	No	Yes	No	Yes	No	State Department of Education	Teachers with elementary certificate plus nine specialized hours in ECE can get kindergarten or prekindergarten certification
Maine	No	Yes	Yes	No	No	State Department of Education	Yes
Maryland	No reply						
Massachusetts	Yes	Yes	Yes	Yes	Yes	Massachusetts Department of Education	Yes, at present time
Michigan	No	Yes	No	No	No	State Department of Education	Yes
Minnesota	No	Yes	No	Teachers, yes. Administrators, no	No	State Department of Education	No
Mississippi	No	No	No	No	No		
Missouri	No	Yes	No	Yes	No	State Department of Elementary and Secondary Education and state-supported teacher training institutions certify kindergarten personnel. State Department of Elementary and Secondary Education certifies early childhood special education teachers. Division of Welfare licenses day care programs	Yes—elementary certificate still applicable to kindergarten. Certification requirements in early childhood education prekindergarten through primary being developed. Certification requirements in early childhood special education adopted 1974
Montana	No	Yes, in public schools	No	No	No	State Superintendent of Public Instruction	Yes
Nebraska	No	Yes	No	Yes	No	Nebraska State Department of Education. Privately owned prekindergarten programs do not need certified teachers	Yes

State	Day Care Personnel	Kindergarten Teachers and Administrators	Kindergarten Paraprofessionals	Prekindergarten, Teachers and Administrators	Prekindergarten Paraprofessionals	Agency Responsible for Certification	Elementary Certificate Applicable for Kindergarten and/or Prekindergarten Teaching
Nevada	No reply						
New Hampshire	No	Yes	No	No	No	State Department of Education	Yes
New Jersey	No reply						
New Mexico	No	Yes	Yes	No	No	State Department of Education	No
New York	No	Yes	No	Yes	No	State Education Department and cities of Buffalo and New York	Yes
North Carolina	No	Yes	No	No	No	Department of Public Instruction	No
North Dakota	Yes	Yes (public schools)	No	Yes	No	Kindergarten—State Department of Public Instruction; day care—Welfare Board	Yes, with additional course work in the area of kindergarten
Ohio	No	Yes	Yes	No	No	Kindergarten teachers, administrators and paraprofessionals—Department of Education	No. Teacher must have a kindergarten-primary certificate
Oklahoma	No	Yes	No	Yes	No	Teacher Education and Certification section of State Department of Education	Yes
Oregon	No	Yes	No	Yes	No	Teacher Standards and Practices Commission and State Board of Education	Yes
Pennsylvania	Yes	Yes	No	Yes	No	State Department of Education	Yes, it must be K-6 or N-K-3
Puerto Rico	No	Yes Elementary certificate including credits in early childhood	No	No	No	State Department of Education	Yes
Rhode Island	No	Yes	No	Yes	No	State Department of Education	Yes
South Carolina	No	Yes	No	Teachers, yes. Administrators, no	No	State Department of Education	Yes, provided additional course work (six hours) is completed within 24 months following employment as a kindergarten teacher
South Dakota	No	Yes	No	No	No	State Division of Elementary and Secondary Education	Yes, with recommendation for early childhood courses for prekindergarten teaching

State	Day Care Personnel	Kindergarten Teachers and Administrators	Kindergarten Paraprofessionals	Prekindergarten Teachers and Administrators	Prekindergarten Paraprofessionals	Agency Responsible for Certification	Elementary Certificate Applicable for Kindergarten and/or Prekindergarten Teaching
Tennessee	No	Yes	No	No	No	State Department of Education	Yes, with additional endorsement in K-3
Texas	No	Teachers, yes. Administrators, no	No	No	No	Texas Education Agency	No, Texas has kindergarten endorsement built upon elementary certification. However, no specific preparation is required below kindergarten
Utah	No reply						
Vermont	No	Yes	Yes, if salaried	Yes	Yes, if salaried and if the prekindergarten is a public school	State Department of Education	Yes. A teacher can qualify for a kindergarten or early childhood endorsement on the elementary certificate
Virginia	No	Yes	No	Yes	No	Certification of teachers under Department of Education	No
Washington (43.9%)	No	Yes (public schools)	No	No	No	State Department of Education certifies public-school kindergarten teachers	Yes
West Virginia	No	Yes	No	No	No	State Department of Education	No, must have endorsement for ECE
Wisconsin	Optional	Yes	No	Optional	No	Department of Public Instruction	No
Wyoming	No	Yes	No	No	No	Certification and Placement Division of the State Department of Education	Yes, with addition of one course in education with emphasis on kindergarten teaching

Source: Early Childhood Programs: A State Survey 1974-75
Education Commission of the States, April 1975

QUALIFICATIONS OF CHILD CARE CENTER STAFF REQUIRED UNDER STATE LICENSING REGULATIONS

State	Qualifications of director		Qualifications of other staff		Medical examination required—	
	Minimum age	Education and experience	Minimum age	Education and experience	Initially	Annually
Alabama [1]		High school or equivalent; college training if more than 30 children in center; 3 months experience.		High school or equivalent	X	X
Alaska	21	High school or group child care experience.			X	X
Arizona	21		[2] 18		(3)	(3)
Arkansas [1]	21	High school	[4] 16	Ability to read and write	X	(5)
California [1]	18	High school plus 12 semester units in early childhood education plus courses in administration plus experience or college degree.	18	Teacher—High school or equivalent, or enrollment in high school plus 2 years experience, and 12 units in early childhood education completed before or after employment.	X	(3)
Colorado [1]		24 college credits in child development, psychology, sociology, nutrition, preschool or daycare administration, plus experience.	[6] 19	Group leader—Bachelor's degree or other combinations of education and experience, or 36 months experience.	X	X
Connecticut		High school or equivalent plus 1 year experience and pursuing further preparation, or 20 years service as program director.		Program assistant—High school or equivalent and pursuing further preparation, or 20 years service as program assistant.	X	X
Delaware	21	High school plus formal training in early childhood development plus 3 years experience, or 4 year college degree in early childhood development or equivalent plus 1 year experience.[7]	[8] 18	Teacher—High school or equivalent plus 1 year experience plus 2 courses in early childhood development or equivalent, or 4 year college course in early childhood development plus 3 months experience. Infant staff—Training or experience in infant care.	X	X
District of Columbia		Equipped for work by training and experience.		Equipped for work by training and experience.	(9)	(9)
Florida		do		do	(10)	(10)
Georgia	(11)	Recent training in child development and/or experience.	(12)	Completion of recent child care training (within 3 years).	X	X
Hawaii	(13)	4 years college plus 2 years experience, or 2 years college plus 4 years experience.	(13)	Teacher—Bachelor's degree with either courses in early childhood development or experience, or 2 years college with training in early childhood education, or completion of in-service training program in early childhood education. Assistant teacher—High school, or other relevant education, or experience.	X	X
Idaho		Equipped for work required		Equipped for work required	(14)	
Illinois	21	2 years college, or high school or equivalent plus either 3 years experience or plan for acquisition of 2 years college credits.	[15] 21	Child care worker—same as director Assistant to child care worker—high school or equivalent, or training in child care. Teacher and other professionals—Required certification or license to practice.	X	(16)
Indiana	21	In centers licensed for more than 30 children—4 years college including courses in early childhood education or related area plus 1 year experience, or combination of education and experience which yields the equivalent. In centers licensed for 30 or less children—2 years college including courses in early childhood education or related plus 1 year experience, or work experience or combination of education and experience which yields the equivalent. Demonstrated administrative ability.[17]	[18] 18	Head teacher—Centers for more than 30 children—2 years college with courses in early childhood education or related area plus 1 year experience, or work experience or combination of education and experience which yields the equivalent. Head teacher—Centers for 30 or less—High school plus qualifying work experience. Teacher—All centers—High school or equivalent plus present enrollment in approved child care course, or work experience as part of approved 2-year course of study in child care, or 1 year experience as child care worker in licensed center or other bona fide preschool educational facility. Child care worker—Ability to read, write and count. Infant-toddler personnel—May substitute completed RN or LPN training and experience in nursery or pediatrics ward of licensed hospital for education and experience set forth for staff caring for older children.	X	X

See footnotes at end of table.

QUALIFICATIONS OF CHILD CARE CENTER STAFF REQUIRED UNDER STATE LICENSING REGULATIONS—Continued

State	Qualifications of director		Qualifications of other staff		Medical examination required—	
	Minimum age	Education and experience	Minimum age	Education and experience	Initially	Annually
Iowa	16	Equipped for work required	16	Equipped for work required [19]	X	(20)
Kansas	18	In centers licensed for 10 or less children under 6 years (or 12, 4 and 5 year olds, part-day)—6 months teaching experience, or 5 approved observation sessions in approved center plus attendance at either 1 approved workshop and 1 state-wide professional meeting or 1 2-day workshop, or 3 semester hours academic study or equivalent training course in child development plus either supervised student observations or 3 months work experience. Eleven to 20 children under 6 (or 24, 4 and 5, part-day)—5 observation sessions plus 1 year experience, or 7 semester hours or equivalent training courses plus student teaching or work experience. Over 20 children (or over 24, 4 and 5, part-day)—12 semester hours or equivalent training courses plus 3 years experience, or associate's degree or 2 year certificate in child development plus 2 years experience, or bachelor's degree in child development, or bachelor's degree in related area plus 12 hours or equivalent training in child development plus student teaching or 6 months work experience.	[21] 18	Teacher—Same as for director of center for 10 or less or 11 to 20. Assistant teacher—High school or college study in child development or equivalent training courses. Teacher—Infant/toddler—Same as for director of center for 10 or less, or L.P.N. degree plus 6 months experience in pediatrics or in center serving infants/toddlers. Teacher—School age children—Same as for director of any center, or bachelor's degree. Teacher—Developmentally disabled children—Same as for director of any center or for infant/toddler teacher plus academic work or equivalent training courses relevant to program development for the disabled child plus not be parent of any child enrolled in the unit to which assigned. Consultant—Developmentally disabled—Professional requirements of specialized service to be rendered.	X	X [22]
Kentucky		Equipped for work required		Equipped for work required	X	(3)
Louisiana		High school preferred		High school preferred	X	X
Maine	21	2 years college plus course in early childhood development (or employ staff member so qualified). If employed before March 1, 1969, high school or equivalent plus 6 months experience plus course or workshop in early childhood development.		Teacher and assistant teacher—high school or equivalent.[23]	X	(3)
Maryland	21	Centers licensed for 40 or more children—College graduation with specialization in early childhood development or related plus 2 years pre-primary teaching experience plus demonstrated ability to work with parents and other adults in community, or college graduation, plus teaching experience plus 64 hours in early childhood education plus demonstrated ability to work with parents and other adults in community plus intent to continue training. Centers for 21 to 40—2 years college plus 64 hours in early childhood education plus intent to continue training. Centers for 5 to 20—high school or equivalent plus 64 hours early childhood education plus intent to continue training. If employed prior to promulgation of regulations, must meet requirements for "5–20" within 3 years (1974).	[8] 21	Senior staff—High school or equivalent plus 64 hours early childhood education plus intent to continue training.	X	(3)
Massachusetts		High school or equivalent plus 3 years experience plus 4 courses in early childhood education, or 1 year of college plus 2 years experience plus 1 course in early childhood education. If employed before Sept. 21, 1972 and meets neither of above qualifications, must complete 1 approved course in child development within 2 years (Sept. 1974).	[24] 16	High school or equivalent plus either degree with major in early childhood or 1 course in child development plus plan for continuing study.	X	(3)
Michigan		2 years college			X	(25)

See footnotes at end of table.

QUALIFICATIONS OF CHILD CARE CENTER STAFF REQUIRED UNDER STATE LICENSING REGULATIONS—Continued

State	Qualifications of director		Qualifications of other staff		Medical examination required—	
	Minimum age	Education and experience	Minimum age	Education and experience	Initially	Annually
Minnesota	18	Administrative and supervisory experience or capability; teacher qualifications, if also teaching.	[24] 15	Teacher—Post secondary certificate in Child Development Assistant Training Program (minimum of 1080 hours) plus 1 year as assistant teacher plus 1 approved child development training course, *or* 2 years as assistant teacher plus 3 child development training courses, or bachelor's degree from accredited institution with 6 child development courses plus infant/toddler or school-age program experience, *or* degree in child development or nursery education from accredited institution plus infant/toddler program experience (if caring for this age group), *or* State nursery education certification plus experience (if caring for infant/toddlers), *or* compliance with OCD Child Development Associate competency level requirements. Teacher—Infant/Toddler only—3 years as licensed family or group family day care provider plus 3 child development courses. Teacher—School-Age only—State elementary or secondary education certication. Assistant teacher—Postsecondary certificate in CDAT Program plus infant/toddler program experience (if caring for this group), *or* 6 months as child care assistant or student teacher plus 3 approved child development courses, or 2 years post-secondary education plus 3 approved child development courses plus experience (if caring for infant/toddler group). Assistant teacher—Infant/Toddler only—6 months infant/toddler experience as licensed family day care provider plus 3 approved child development courses. Assistant teacher—School-Age only—1 year experience as teacher's aide, playground leader or in related area. Child care assistant (Aide)—High school vocational child care training course, or orientation training course in center.	×	([25])
Mississippi					([26])	
Missouri		60 hours college, including courses in education or related fields. 2 years experience may be substituted for 1 year education.	18	Equipped by education, training, and experience.	×	×
Montana		Appropriately qualified		Appropriately qualified.	×	
Nebraska	20	2 years college credit in child development or related area, *or* high school or equivalent plus attendance at approved training program within 2 years preceding application and every year thereafter.	[2] 20	Agreement to participate in training program within first year of employment and every year thereafter.	×	×
Nevada	21	2 years training or 2 years experience	18	Professional training in early childhood development and education desirable.	×	([27])
New Hampshire [1]	21	High school or equivalent	[6] 21	Teacher—High school or equivalent	×	×
New Jersey		Professional knowledge training and experience in education, child psychology or social work. Qualifications of head teacher, if responsible for educational program.		Head teacher—New Jersey nursery school certificate plus 2 years nursery teaching experience, or New Jersey teacher's certificate with nursery school endorsement plus 2 years experience under qualified nursery teacher. Group teacher—2 years college, 15 credits in nursery curriculum and child development plus 1 year experience, or 15 credits in early childhood development and enrolled in college plus 2 years experience. Assistant—High school or secondary school graduate, or parent.	×	×

See footnotes at end of table.

QUALIFICATIONS OF CHILD CARE CENTER STAFF REQUIRED UNDER STATE LICENSING REGULATIONS—Continued

State	Qualifications of director		Qualifications of other staff		Medi examin requir
	Minimum age	Education and experience	Minimum age	Education and experience	Initially
New Mexico		Equipped for work required		Equipped for work required	X
New York [28]	[29] 21	College graduate with major in early childhood education.[29]	[30] 21	Group head—High school plus experience. Group head for infants under 18 months—Same, or formal training in infant care or experience with authorized child care agency.	X
North Carolina	21	Literate	[31] 16		X
North Dakota		High school			X
Ohio [32]		2 years college with child development courses, or 2 years experience plus high school.		High school or completion of child care training program.	X
Oklahoma		High school, or equivalent education and experience.		High school, or equivalent education and experience.	([33])
Oregon	21	Centers for over 30 children—3 years college with emphasis on child development or related, or 3 years experience. Thirty or less children—2 years college with emphasis on child development or related, or 2 years experience.	[34] 15	Head teacher—Centers for over 30 children—2 years college with emphasis on child development or related, or 2 years experience. Head teacher—30 or less children—High school or equivalent, or 1 year experience. Teacher—All centers—High school or equivalent, or 1 year experience. Other professional staff—All centers—Appropriate State licensing requirements.	X
Pennsylvania	21	2 years college with 12 credits in child development, or 2 years junior college with major in child development.		Group supervisor—Pre-school—High school plus 1 year experience plus college credits or equivalent acceptable training in early childhood education. Group supervisor—School age—High school plus 1 year experience plus college or equivalent training in elementary education plus ability, interest and experience in arts and crafts, music or recreational skills. Assistant group supervisor—High school, or 2 years experience as center aide. Aide—Six years education plus 2 years experience, or combination of training and experience, or completion of approved training program.	X
Rhode Island		Experience in administration, professional preparation in appropriate field.		Head teacher—Bachelor's degree preferably with major in early childhood education, or combined education and experience. Assistant teacher—High school plus 2 years higher education or equivalent life experiences. Social worker—Bachelor's degree with major in sociology or related, preferably with social work experience.	X
South Carolina		Equipped for work required	[34] 21	Equipped for work required	X
South Dakota	21	High school or equivalent, plus 3 years experience.	[35] 21	Supervisor—High school or equivalent, or bachelor's degree in early childhood education or related, or 3 years experience in center which meets South Dakota licensing standards. Assistant—Completion of 1 child care training course, or 1 year experience.	X
Tennessee		High school or equivalent plus 2 years experience, or college graduation.	[36] 18	Teacher—High school or equivalent Aide—Ability to read and write.	([33])
Texas		High school or equivalent, or acquisition of equivalency certificate in 3 years.		Equipped for work required	X
Utah		Reasonable knowledge of child growth and development.		Reasonable knowledge of child growth and development.	X
Vermont	18	1 year experience, or satisfactory combination of training and experience.	[36] 18	Formal training and/or work experience	X
Virginia		15 college credits		High school	X
Washington	21	College graduate with child development or related major, or 3 years experience.	[37] 18	Equipped for work required	([3])
West Virginia	21	High school	[35] 18	Equipped for work required	X

See footnotes at end of table.

QUALIFICATIONS OF CHILD CARE CENTER STAFF REQUIRED UNDER STATE LICENSING REGULATIONS—Continued

State	Qualifications of director		Qualifications of other staff		Medical examination required—	
	Minimum age	Education and experience	Minimum age	Education and experience	Initially	Annually
Wisconsin	21	High school or equivalent plus 1 approved course in child development and, if 9 or more children enrolled, 2 years higher education with 1 course in child development, or approved in-service training course plus 1 course in child development.	18	Completion of child care course, or, if parent on staff of parent co-op, 4 hours training, or, if nursery school teacher, possession of Wisconsin nursery teaching certificate or evidence of meeting qualifications for same.	×	×
Wyoming [1]		Equipped for work required. Training in early childhood education or related area suggested (if no other staff member so trained).		Training in early childhood education or related area suggested for at least 1 staff member.	×	×
HEW Recommended Guides for Day Care Licensing.	([39])	Necessary day care facility management skills plus ability to effectively relate to parents and community plus ability and willingness to provide child care program which meets standards set forth in "Guides."	18	Caregiver—Ability to read and write plus qualifications or experience to carry out a program emphasizing child development. If 30 or more children enrolled, at least one staff member in the facility at least 50% of the time the center is open must have Bachelor or Associate Arts degree plus 12 semester hours in child development of related field, or high school or equivalent plus 3 years experience, or Child Development Associate certification or similar status where a local, State or Federal certification program exists.	×	([40])

Source: Child Care - Data and Materials, Committee on Finance, United States Senate, October 1974

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[1] Applicable to staff in centers caring for children 2½ and over; in Arkansas, 3 and over; in California, 2 and over; in New Hampshire, 3 and over; in Wyoming, 2 and over.

[2] 16, if under adult supervision.

[3] TB exam required annually; in Massachusetts, every 3 years; in Washington, every 2 years.

[4] If not under adult supervision.

[5] Every 6 months, if over 65.

[6] 16 for aides.

[7] If high school graduate without training in early childhood development, must employ educational consultant.

[8] Teachers and persons in charge of infant groups; 14 for aides; 16 for other infant staff.

[9] Annual health certificate required; annual exam recommended.

[10] Annual blood test and TB exam; annual physical for facility operators.

[11] At least 1 person 21 or over must be present in center during hours of service.

[12] No person under 18 shall assume sole responsibility for children.

[13] At least 1 regular staff member between 18 and 65.

[14] May be required.

[15] Child care workers; 18 for assistants; 14 for student helpers.

[16] Every 2 years.

[17] If director serves in capacity of administrative executive only, he need not meet education and experience requirements relating to early childhood education but must hire head teacher who does.

[18] Personnel having responsibility for a group of children; however, personnel in charge of infant/toddler group must be 21.

[19] If the nursery is licensed as a "school" there must be 1 teacher who is a high school graduate and has college credits.

[20] Every 3 years.

[21] 16 for assistant teachers.

[22] If over 65 or has health problem; otherwise, every 3 years.

[23] If kindergarten program provided, must be staffed by certified teacher.

[24] Aides.

[25] Every 2 years; annual TB exam.

[26] Staff records must include current health card issued or approved by local county health department.

[27] Every 2 years with serology; annual TB exam.

[28] Age, education, experience data applicable to centers receiving public funds.

[29] If also responsible for daily program activities.

[30] Group heads and group assistants who are not qualified by academic degree or teaching certificate; 17 for aides; 18 for infant group assistants.

[31] If supervising children.

[32] Applicable to full-time facilities.

[33] Physical exam recommended; TB exam required.

[34] Limited number may be between 18 and 21.

[35] Supervisors; 18 for assistants; 14 for student helpers.

[36] Younger aides may be used but cannot be counted in adult-child ratio.

[37] 16, if part-time and under adult supervision.

[38] Full-time staff; part-time aides with work permits may be younger.

[39] Locally applicable legal age of majority.

[40] Annual health status review required, TB exam recommended.

Note: Current as of Mar. 15, 1974.

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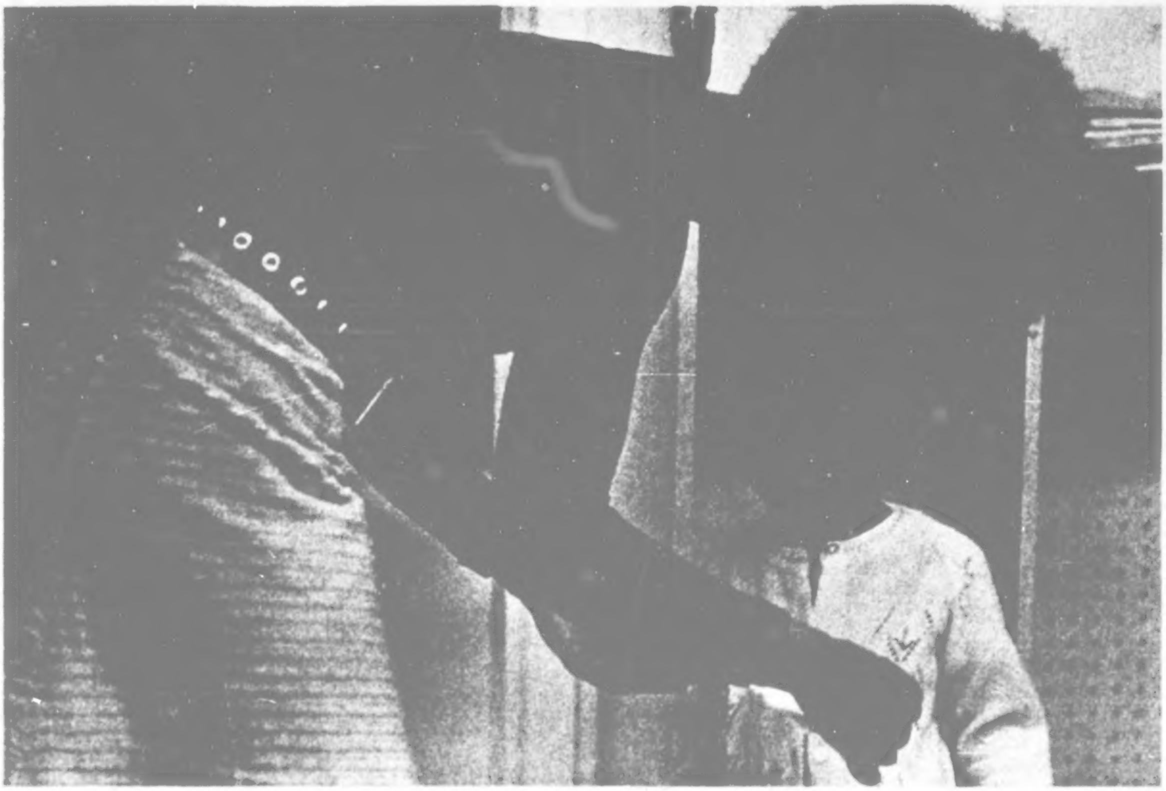
The Potential of the Public Schools to Offer Flexible Programming



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THE POTENTIAL OF THE PUBLIC SCHOOLS TO OFFER FLEXIBLE PROGRAMMING

Critics of the idea that the public school system should deliver early childhood services often base their opposition on claims that schools are rigid and inflexible. A simple review of the facts will show that such allegations are groundless. To begin with, the scope of public school service has constantly enlarged to meet the demands of an ever expanding public school citizenry. Though schooling was once the privilege of only the wealthy, public education began in the early 1800s by offering elementary education to the masses, regardless of social or economic status. This role first broadened to include secondary and post-secondary schooling, followed more recently by special education and pre-primary programs. Educational opportunities in the United States now exceed those in any other country in the world -- quite a feat for a "rigid" institution.

Charges of inflexibility in the schools' curriculum are as difficult to back up. From the three R's, we have gone full cycle. Any topic from basket weaving to drug abuse to yoga to values clarification can be found somewhere in various school curricula. When the public felt the schools' responsibility was to develop the "whole individual" rather than simply teach basic skills, the institution responded. It responded not only with a broadened curricula but with more modern approaches, as exemplified by the new math and linguistics programs. In fact, so eager were the schools to meet the public needs, that many hastily conceived programs were implemented before they were properly tested. The result, in many cases, was failure.

Why then, critics will respond, are there only about 1,300 documented alternative schools out of more than 90,000 public schools, if the schools are so flexible? There are several reasons. Options and innovations increasingly have permeated classroom activities in the regular school, lessening the need for separate schools. The U.S. Office of Education's National Diffusion Network underscores this fact in a 200-page booklet published this year describing recent innovative programs that have been found to work in the public schools. Furthermore, both parents and school personnel wisely have become more cautious about eliminating proven programs for those which are still of questionable effectiveness. The public's desire to establish the educational validity of programs is reflected in the growing national movement to return to an emphasis on basic skills.

Thus, even a brief look at public education shows it to be in a continuous state of flux. Changes do not occur overnight, nor could they in any other setting. For one reason, the effects of new programs upon children must first be evaluated. Secondly, abandoning an investment in books, materials, training and the like is warranted only after careful review. The schools, like any public agency, are accountable for expenditures of public monies. Finally, schools are responsible for servicing entire communities and programs must be broadly reflective of community needs.

In one place or another, the public school system has already demonstrated its ability to provide a variety of forms of comprehensive early childhood service: 1) A look at most kindergartens and primary grades will show an active concern beyond children's intellectual development to their social, emotional and physical well-being. A discussion with any elementary teacher will reveal skills in these latter areas of which the public is often unaware. Early childhood teachers and support personnel would be able to bring similarly broad expertise to children even sooner through preschool programs. 2) For years, schools have been concerned with nutrition and have regularly employed full-time nutritionists or dieticians. 3) Home-based programs operate in connection with public schools in Yakima, Washington; Waterloo, Iowa; and Chicago, Illinois; among others. 4) Schools are gaining experience in early screening, diagnosis and prescription procedures, particularly in the field of special education. These services should ultimately be extended to all children from birth. Parents' rights are protected, sometimes through state legislation, to challenge diagnostic assessments. The Brookline Early Education Project in Brookline (Mass.) Public Schools creates a partnership between the education and medical professions, providing medical and psychological diagnosis and remediation, when necessary, during the child's first six years of life. 5) The use of social workers, counselors, psychologists, psychiatrists, and medical personnel is established practice in the public schools.

All of these factors combine to demonstrate an internal capability in the schools to provide a variety of early childhood services. Further diversity is possible by contracting with other agencies or institutions which meet proper standards, such as family day care homes,group day care homes, day care centers, community health services, and so forth.

Some questions the community may want to raise with the school board in setting goals and priorities might be:

1. How soon developmental screening will begin (it is often recommended that this process begin at birth);
2. At what age child care services will be available through the public schools on a voluntary basis;
3. Whether extended child care will be offered beyond regular school hours and for how long;
4. Whether early childhood and child care programs will be available on a year-round basis;
5. The desirability of programs which are outside the school setting, such as home-based or family day care homes;
6. Whether within a comprehensive child development program, emphasis should be placed on any particular component e.g., cognitive and affective development, socialization skills, physical development, etc.

Within a flexible structure, however, it is essential to develop continuity between preschool programs and primary grades. Where there is lack of such coordination in most current programs, preschool gains have been shown to diminish by age seven, eight or nine. Developmental programs must be designed to continually build upon acquired skills and abilities.

Programs for young children are recognized to differ in many ways from what we normally think of as "schooling." Play, for example, has been found to be a necessary component of early childhood programs, valuable in the development of socializing skills, motor coordination and concept development. Normally, at this level progress is recorded but children are not graded. Careful attention should be given to all aspects of the child's development -- physical, emotional, social and intellectual. Emphasis on building cognitive skills usually increases as the child enters elementary school. Preschool lays the conceptual foundations for this work, but comprehensive early childhood programs are equally or more concerned with other aspects of the child's development. We see the preschool program, therefore, not simply as a downward extension of traditional schooling but as a healthy new form of education which should have a positive impact on changes needed in the primary grades, such as smaller class sizes and greater individualization.

Early childhood experts often disagree about basic theories of child development. We shall mention just two modern approaches which have had great influence on the various program models introduced. The first grows out of the work of Jean Piaget. Piaget outlines three major periods of development during the first 15 years of life which are composed of sub-periods and stages, each representing prerequisite skills and knowledge for subsequent stages. Piagetians stress the discovery-developmental method in keeping with his belief that "intelligence emerges as it is nurtured, it grows as the child has things to act upon." In contrast, the work of American psychologist B. F. Skinner disregards the process by which a child thinks, suggesting instead that a stimulus-response approach implants learning upon the tabula rasa of a child's brain. The goal is to produce specific behavioral changes through stimuli introduced by the teacher in a planned sequence.

Early childhood programs will vary greatly in philosophy, methodology and emphasis from one school system to another and possibly from one school or classroom to another, based on local needs and preferences. Already there are many possible curriculum models, of which the following represent just a few:

Child Development Model. This is an individualized, developmental model stressing children's ability to become self-directed, independent learners. It aims to enhance children's self-image; to promote their physical and social well-being; to form a basis for formal language skills and conceptual awareness; and to enable them to understand and deal with their emotions. Much of this is accomplished through teacher-assisted play. Parents are involved in many activities to increase their knowledge of child development.

Open Education Model. Open education advocates work to create an environment responsive to children's individual needs. The teacher acts as resource person and experimenter while children pursue their own interests in various activity areas, such as art, music, language arts, science, math and blocks. Group activities are also used. Little distinction is made between work and play, since play is perceived to be an educative process.

The Responsive Model. This type of program stresses the development of children's intellectual abilities and their positive self-image. It focuses on their sensory and perceptual abilities, language development, concept formation, problem solving and abstract thinking. The program is individualized and is structured to be responsive to the child. Though designed for spontaneity, this model expects the teacher to offer subtle guidance in work and play.

Cognitively Oriented Model. Here the curriculum is both teacher-controlled and child-controlled. Although the teacher maintains individualized daily lesson plans for each child, the child also selects freely from among several structured situations during the day. Language development is integrated into all activities in both work and play. Sequential learning operates on four levels:

- the object level - experiences with real objects and places;
- the index level - opportunities to recall an object when presented with an aspect or a part of it;
- the symbol level - the use of pictures, models, and dramatic play in place of real objects;
- the sign level - the meaningful use of words and numerals.

Teachers work with parents, encouraging cooperation in the home to aid the cognitive growth of the child.

Behavior Analysis Model. Through behavior analysis, teachers encourage and modify children's behavior through reinforcement by tokens or by offering praise. The token system is used for motivation in teaching children reading, writing and math skills, the main objectives of this type of program. Instruction normally is individualized through the use of programmed materials. Parents use the reinforcement system at home to strengthen the program's learning objectives.

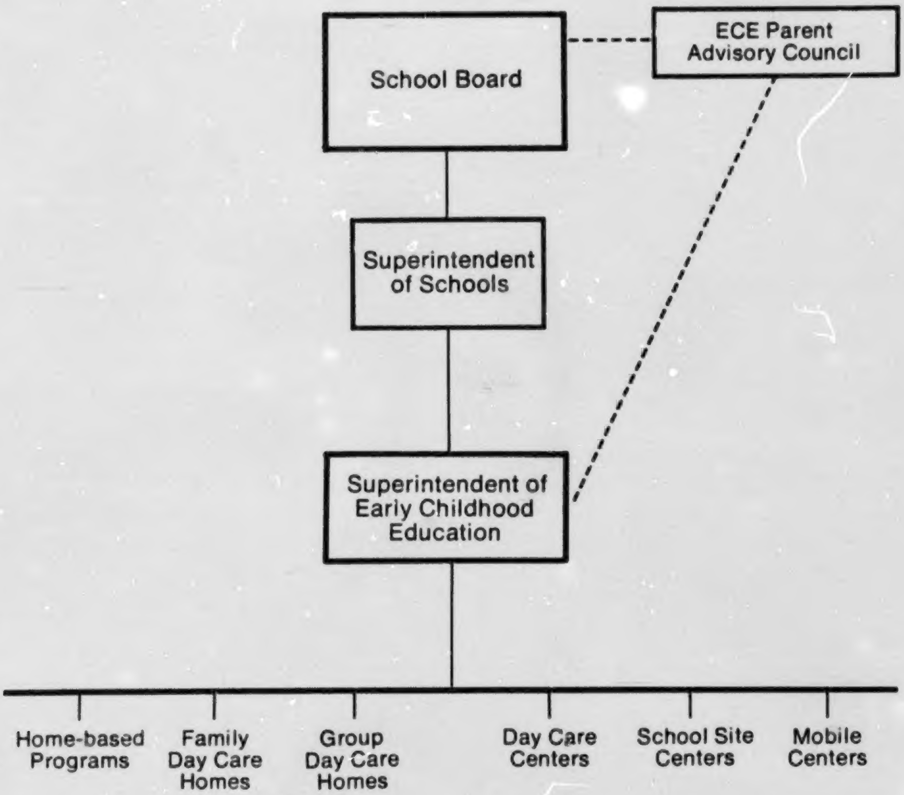
While these models depict only a few of the options available, they give some idea of the wide range of possibilities, from the open, discovery approach to the highly structured approach. Schools have already shown their ability to offer diversified programs which include facets of all of the various models above.

Philadelphia public schools operate Get Set Day Care with Title XX funds of the Social Security Act. This year-round program provides three and four-year-old children and some older children with comprehensive activities that emphasize educational experiences, stress parent participation, and include social, health and nutritional services. Under this program, extended day care is available from 7 A.M. to 6 P.M. Philadelphia schools also sponsor parent cooperative nurseries, pre-kindergarten education, infant day care, Head Start and Follow Through through other programs. At least eight different curriculum models are used within these programs.

Seven different types of early childhood programs exist within Chicago's public schools. They emphasize child development through Head Start, Follow Through, child-parent centers, early childhood education, bilingual early childhood programs, home visiting instruction teams, and home-based early childhood education. Here again, aims, objectives and approaches differ according to varying needs.

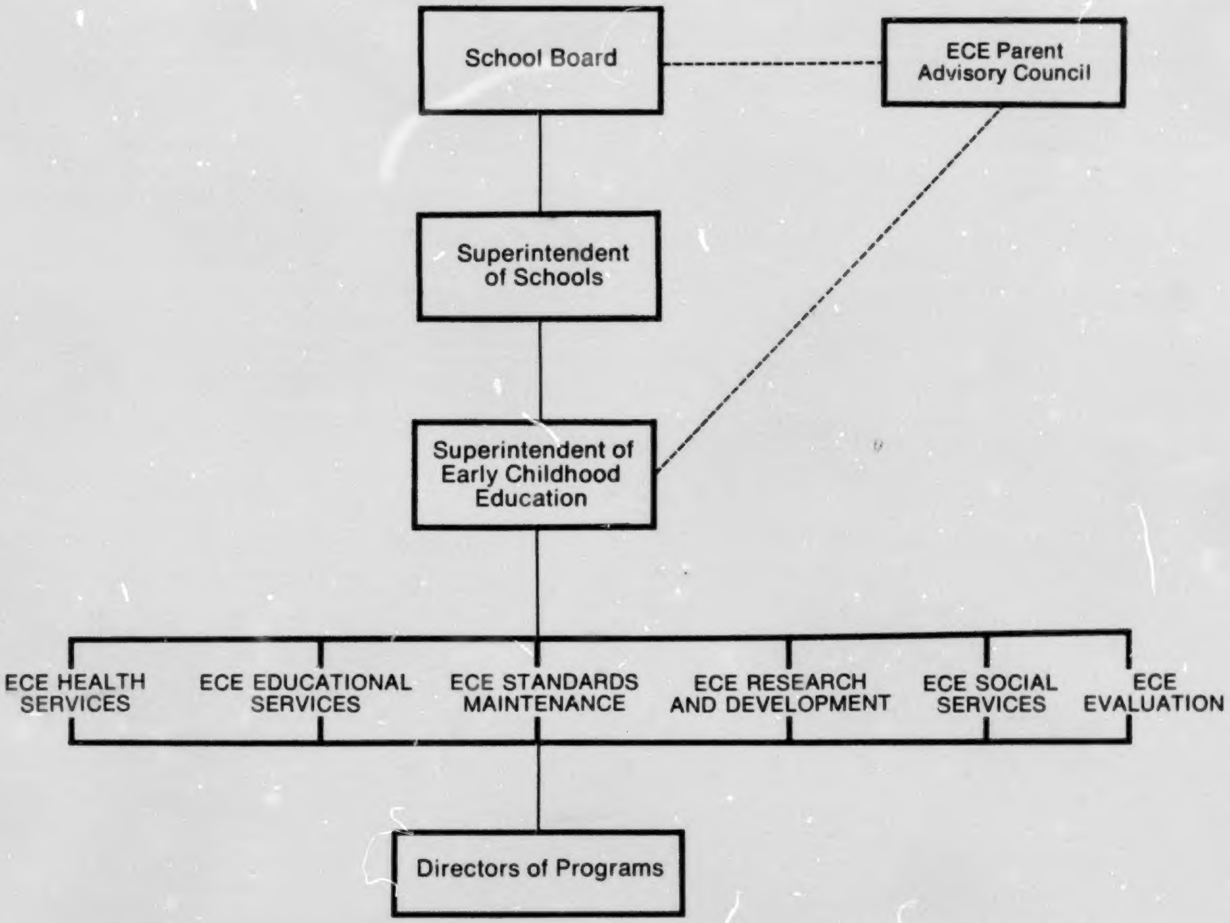
So far, we have not mentioned the Montessori method which uses a prepared environment and cognitive materials designed for specific stages of growth to develop children's self-motivation. Although the teacher offers guidance, children pursue their own interests and move themselves toward learning. Advocates of this method should be pleased to learn that the first public elementary Montessori school opened in September in Cincinnati, showing the schools' recognition of this as a viable option as well as the Montessorians' recognition of the advantages of public schools. This development was reported in the American Montessori Society's newsletter as "a major milestone."

In addition to versatility in curriculum and methodology, the public school system could offer services to the very young through various media. The following chart lists only some of the possibilities:


School Board
ECE Parent Advisory Council
Superintendent of Schools
Superintendent of Early Childhood Education
Home-based Programs
Family Day Care Homes
Group Day Care Homes
Day Care Centers
School Site Centers
Mobile Centers

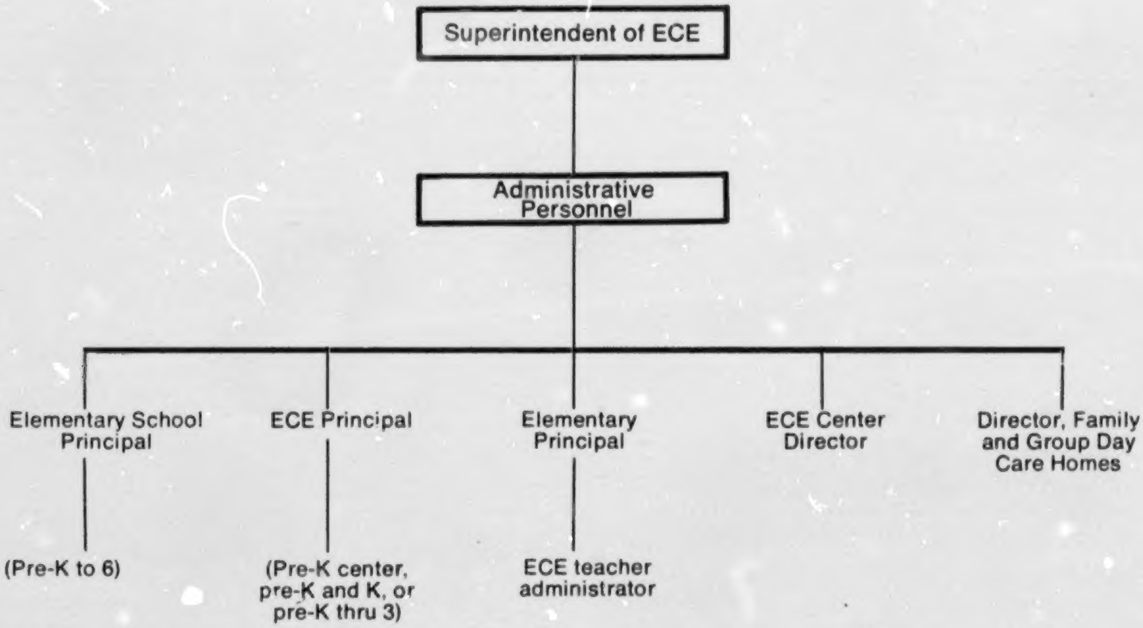
All of the above means of providing early childhood services are possible under the auspices of the public schools. Family day care homes serving five or six children and group day care homes (extended or modified family residences serving up to 12 children) which meet proper standards could be approved for child care. Schools could provide on-site early childhood programs and services, as well as extended day care. These services might also be provided through day care centers at work sites, apartment buildings, community centers, etc. Mobile centers represent yet another possibility, since they may go from one area to another offering child care services to the community for designated periods during the week.

Administrative structure will vary according to the type and breadth of services offered. The following organizational chart outlines one possible structure but is not intended to delimit the possibilities:


School Board
ECE Parent Advisory Council
Superintendent of Schools
Superintendent of Early Childhood Education
ECE HEALTH SERVICES
ECE EDUCATIONAL SERVICES
ECE STANDARDS MAINTENANCE
ECE RESEARCH AND DEVELOPMENT
ECE SOCIAL SERVICES
ECE EVALUATION
Directors of Programs

Departments placed under the superintendent of early childhood education in some cases may be assimilated in existing structures within the school hierarchy, but they are shown here as separate administrative components. Coordination in all of these areas would be provided for all types of care offered, whether through family day care homes, home-based programs or school centers.

Intermediate administrative personnel will be necessary for supervision of programs including family and group day care homes. Several possibilities are:


Superintendent of ECE
Administrative Personnel
Elementary School Principal
(Pre-K to 6)
ECE Principal
(Pre-K center, pre-K and K, or pre-K thru 3)
Elementary Principal
ECE teacher administrator
ECE Center Director
Director, Family and Group Day Care Homes

In the first example, the elementary school principal becomes responsible for pre-kindergarten programs in the school, as well as for those in the elementary grades. The principal, in such cases, should have or receive training in early childhood education and child development. A second option is to have a certified early childhood administrator as principal of a center or school serving pre-K's, pre-K and kindergarten, or pre-K through the third grade. Thirdly, where pre-school programs are added to elementary school services, and where the elementary school principal is not knowledgeable in this field, a teacher administrator may be appointed to oversee the pre-K program. In the fourth example, directors of early childhood centers are included in the administrative structure. Lastly, the structure incorporates the administrative leadership of family and group day care homes. The size of administrative departments and their structure and the types of services offered will depend upon the size of the community and locally determined needs.

Clearly, the public schools are best suited to coordinate and manage early childhood programs. Not only do they exist in every type of community, but they also have an established administrative structure and experience in managing large-scale programs. Of equally important significance is the schools' demonstrated ability to provide felxibility in curriculum, methodology, and delivery mechanisms. Anyone who argues differently has little knowledge of what is going on in the schools today.

F

Parent Involvement and Parent Education

F

PARENT INVOLVEMENT AND PARENT EDUCATION

General Background. Public education is a collective, rather than an individual, function. Funded in great part by local communities, it represents an investment in their future citizens. Determination of school policy is entrusted to local school board members who, in turn, represent the entire community.

Traditionally, parent involvement in public schools has been assured through approval or rejection of school board members, school bond issues, and property tax millages. In this way, schools remain accountable to the community for their governance policy and their use of funds. Parents also have had access, either individually or in groups, to school board members, administrators, counselors, and teachers. Organized groups, like the PTA, have attempted to act as liaisons between parents and the schools.

Over the last decade, parent advisory councils have increased in number, initiated by state or federal legislation or by parents or schools themselves. Many parent activities, including social, educational, and training programs, are sponsored by the schools. Yet even with accelerated efforts to develop closer ties between parents and schools, reports come in from Head Start, Title I ESEA, and locally-initiated parent programs that this goal is difficult to attain.

Is it, as some of the literature suggests, that schools are closed societies, that they are insensitive to needs of minorities and the poor, or that they are the exclusive domain of professionals? We think not.

The following represent some of the most commonly cited barriers to parents' involvement in the schools:

- apathy
- shyness, lack of confidence
- sensitivity to criticism
- lack of baby-sitter
- desire to avoid discussion of a problem
- feeling that child is doing well in school
- lack of awareness of how to become involved in school activities
- feeling of suspicion toward any government agency or authority figure

These are genuine problems which certainly need to be addressed and overcome. Blame, however, has erroneously been placed on the schools in too many instances. Several fundamental prerequisites to parental involvement seem, so far, to have been overlooked.

Channels for input to the schools should be the same for all, regardless of social, economic or political status. To assure this right, parents and others in the community should be knowledgeable in how the school system operates. They should participate in school board elections or elections of officials who appoint school board members and know these members are responsible to them for actions taken. They should be informed of their right to attend board meetings, be encouraged to do so, and be aware of the procedure for addressing the board. They should be acquainted with the school structure and the functions of various departments and personnel. This will enable them to know to whom they can take a problem or question. They should also be informed of services available through the schools. This information could be offered through government or sociology courses in high school, adult or parent education courses, parent-teacher meetings, the media and distributed literature. Many of the aforementioned inhibitions will disappear when parents understand school procedure and how to use it.

In "On Early Learning: The Modifiability of Human Potential," Ira J. Gordon states that education agencies through the media, home visits, group meetings or community college courses should establish means for informing parents and the community of processes for participating in and influencing school decisions. He cautions, however, that:

> An important phase of working with parents in developing new relationships involves understanding the roles and behavior of those who for their own ends wish to destroy the system. Parents need just as much help to cope with the demagogues in their own midst as they do to cope with the system. Arrogance is not an exclusive trait of any one group. It is often easy for an organized, strident minority to seize control of a new committee, to attract attention, and to ruin the development of cross-group ties. Professionals need to realize that such forces prey not only on the reasonable frustrations of parents, but also on the possible guilt feelings and self-doubts of professionals. As we learn to change, then, we may be in for some hard times, and we need to be clear about what we seek.

Another prerequisite is that schools be adequately funded to become the community resource they are meant to be. Schools are now limited in meeting many needs, not by design but by financial restraints. The more people are drawn to the schools for services, the more involved they will become.

Early Childhood Programs. As stated, school boards are elected or appointed by elected officials and therefore are responsible to all community members. Before implementing an early childhood program, it is the board's responsibility to make itself aware of the needs, priorities and goals of the entire citizenry it serves. Input should be sought throughout planning, development and evaluation stages. This can be done through questionnaires, open hearings, parent-teacher meetings, advisory council meetings, and school board meetings. The media, local shopping centers and community centers can be utilized in disseminating information.

Early childhood programs should afford contacts with parents which may not exist for the upper grades. Schools' coordination of early screening procedures for physical and emotional handicaps will provide beneficial contacts with parents and children before children enter school. Prior to the time the child enters the preschool program, the parent and child should visit the school and meet teachers and other personnel. This helps in acclimation, as well as in providing an early school-home contact.

During the year, involvement can be fostered in many ways. Among them are: informal discussions when parents bring children to school and pick them up; parent-teacher conferences; parent nights and social activities; parent workshops; meetings of all parents and staff; communication through parent newsletters, telephone calls and notes sent home; progress reports; home visits; and parents rooms for learning, socializing, receiving information on and discussing school progress.

Often parents are hired as paraprofessionals and given inservice training by the schools. The AFT strongly supports this practice as a means of strengthening community-school ties and encourages development of career ladder programs to offer paraprofessionals the opportunity to become teachers in the school. Substitution of untrained or unreliable volunteers for paid staff should not be allowed.

The above suggestions are not new. They have been tried with varying degrees of success, as have various parental involvement programs since public education began. Much hope could be placed on early childhood education programs as a new connecting link which may further bridge the gap between home and school.

Parent Education. Parent education has several purposes: to increase individuals' competence in raising or working with children, to give parents a positive sense of themselves as caregivers and people, and to increase proficiency and confidence in their knowledge and skills, in general.

Though everyone acknowledges the grave responsibility of parenthood, most people have no training as parents and little knowledge of child development. For this reason, schools are beginning to promote parent education courses for students, as prospective parents, in junior and senior high school. One example is Exploring Childhood developed by the Education Development Center in Newton, Massachusetts and supported by the Office of Child Development withucooperation from the Office of Education. During the 1974-75 school year, field tests included 605 agencies in 48 states, 486 of which were public schools. Students spend four hours a week in field work with young children (the advantages of public school sponsorship of early childhood programs to this type of program would be many) and three hours a week in classroom instruction. The program encompasses five units: "working with children," "seeing development," "family and society," "stress effects on childrearing," and "helping children with special needs."

Parenthood education is also needed by those who are now parents and should be an important component of any preschool program. Its use may increase the possibilities of supportive activities by parents. Skill training, household and budget management, academic courses and the like might also be encouraged, since parent skills in these areas could enhance the home environment for the child. Such programs do exist. The following are good examples:

1) Parent education is a basic component of California's Early Childhood Education program. Through seminars, classes at the school site or in mobile classrooms, guided observations of children, small group meetings, parent-teacher conferences, home visits, informational materials and school-home communications, parents may study a wide variety of subjects, based on their needs and desires.

2) A major goal of the Parent Readiness Project in Detroit's Redford Union School District is to teach parents how to develop in their children the skills necessary for future academic achievement through specific activities and an enriched program.

3) The Brookline Early Education Project in the Brookline, Massachusetts public schools is itself a home-based parent education program to help parents understand why their children act the way they do and how they can best encourage their children's optimum development. This parent training program begins at birth along with continuous monitoring of infants' health and development by medical personnel.

Most schools that have preschool services now offer parent education as an integral part of or as an adjunct to their programs.

Parent Involvement. Those who charge that public schools do not allow parental participation in their activities should be encouraged to take a closer look at some programs now in existence.

For example, the preschool program in the Syracuse, N. Y. school district attempts to develop a positive relationship between each parent and at least one staff member so that a "friend" is available to discuss parents' concerns. Participation in home visits, school visits, field trips and attendance at their child's health exam are normal procedure. They share their skills with other parents and with the children, as well as contribute to raw materials for classrooms. They engage in adult social activities, community improvement, arts and crafts projects and homemaking education projects. Parents also are urged to attend workshops, conferences and discussions with staff members to better understand the program and its goals.

The Get Set Day Care program in the Philadelphia school system has parent bodies operating at several levels. All parents or guardians of children enrolled in the program may be members of the center councils which, in turn, elect officials and representatives to the area council. Area councils serve clusters of centers and are comprised of two representatives elected from each center council. Each area council then elects two representatives to the highest body, the Policy Advisory Committee, which relates directly to the school board. All meet at least once or twice a month. In addition to frequent opportunities for input through these councils, parents serve on various subcommittees and publish a newsletter.

Chicago Public Schools offer seven types of preschool programs, all of which actively promote parent participation. Parents are involved in the following ways:

- as paraprofessionals;
- as policy advisory committee delegates;
- as participants in policy advisory committee activities;
- as participants on steering committees and in committee activities;
- in workshop participation;
- in parent program development and leadership training programs.

Given these examples, it is clear that in many localities schools are encouraging parents to become involved. Perhaps before we are led to believe that most parents feel excluded from the schools, we should note the findings of Leo J. Shapiro, chairman of a private survey firm in Chicago. Shapiro states that "schools are mentioned positively by parents five times for any single negative word that's spoken."

Conclusion. The school board offers the best means of total community representation in setting policy for children's services, where the community is informed on how to effectively use this process. Development of this procedural knowledge should be the first step in assuring parental participation in school policy-making. The schools' primary emphasis must necessarily remain on the child, but the child as a part of the family unit. The more the parent understands program activities and is involved in supportive ways, the narrower the gap between home and school and the greater the benefit to both child and family.

G

The Profit Makers vs. Quality Programs

G

THE PROFIT MAKERS VS. QUALITY PROGRAMS

Why has the AFT taken a firm position against granting public funds to private for-profit day-care operations? Basically, after more than five years of seeing a significant number of private-profit operations take advantage of a growing number of working families' needs for child care, the AFT has concluded that the drive for profits by these entrepreneurs produces the worst day-care service available. Making a profit is incompatible with providing quality programs.

Expansion of Profit Day Care Operations

Since 1966, the dramatic increase in the number of working women with children below the age of six has been followed by a comparable increase in the percentage of children three to five years old enrolled in preprimary programs. According to "Preprimary Enrollment," a 1974 report of the National Center for Education Statistics, the number of women in the workforce with children in this age group has increased from 1.7 million to 2.7 million while enrollment of three to five-year-olds has increased from 3.7 million to 4.7 million over this period (from 29 percent to 45 percent of all children three to five years old).

With the growing demand for day-care services and stimulated by the prospects of a federal child-care program which would grant subsidies to profit-motivated operators (vetoed by Nixon in 1971), large corporations began to announce investment plans in the field. New companies were created overnight and some offered securities on the stock market. Describing this development a number of articles by J. Richard Elliott in the business magazine, Barron's, reported in 1971:

> Private enterprise hasn't taken long to discover that a vast and virtually untapped market...stands ready to support the massive development, under businesslike management, of well-concerned, quality-controlled centers for the care and teaching of small children.

The article counted over 25 day-care operations that offered stock to investors in a short two-year period between 1969-71. Thus, along with the continued growth in the number of smaller operator-owned and in-home care enterprises, this new development seemed to signal a market potential in child care, organizable around large commercial enterprises. However, current information indicates that the predicted scale of this corporate-based expansion, particularly in the form of franchising, has not materialized.

The most recent count of day-care centers, conducted by the Education Commission of the States (July 1975), shows 34,161 licensed or approved centers in the United States (Table 1). In an earlier study, the U.S. Department of Health, Education and Welfare (1973) estimated the number of proprietary operations at approximately 40 percent of all licensed centers. Assuming the percentage has remained relatively constant, this puts the current number of for-profit centers at about 13,600.

While the profit-making sector of child care has not blossomed into a major new investment area for large corporations, some operations have expanded (Table 2). These firms stand ready to take advantage of legislation which would allow subsidies to private, for-profit centers.

Evaluations of Proprietary Centers

Two studies provide detailed descriptions of the kind of services offered by for-profit operations. The first study, "Windows on Day Care," was conducted by the National Council of Jewish Women (NCJW) in 1970, and a more recent study was conducted by the Child Welfare League of America (CWLA) in 1974.

In conducting its study, the NCJW visited 127 proprietary day-care centers located in all the major regions of the country. All but six of the proprietary centers visited were independent enterprises; five of those six were franchised; one was a member of a chain of centers.

Council members used the categories of "superior," "good," "fair," or "poor," to rate their impression of the quality of care in these proprietary centers. The surveyors based their judgments of each center on such characteristics as the size of the center, the buildings in which centers were housed, the degree of integration, qualifications of the staff, child-adult ratios, staff salaries, parental involvement, transportation, the educational program, supportive services, and equipment and facilities.

The Council's report concluded that private, profit-making centers provided the worst quality care. It found that about half of the centers provided care of "poor" quality and another third provided care of only "fair" quality. With respect to the centers judged "good," the Council reported:

> Even among the 15 percent of the proprietary centers in the 'good' category, only a few of them provided what is now generally regarded as comprehensive quality day care from the educational and developmental point of view. Fewer than half of the centers in this 'good' group had an adult-child ratio regarded as the minimum necessary to meet Child Welfare League standards. Only one could have met Federal Interagency Day Care Requirements in this regard....

Only one center qualified for a "superior" rating (Table 3).

In general, the proprietary centers paid very low salaries, had too few staff, and were staffed by persons with poor qualifications. Very few provided educational or health services to their children; most provided only custodial care. High fees and few scholarships placed a heavy financial burden on many low-income families, especially where such families were forced to use proprietary centers either because other facilities were not available, or because they were available only for the very poor. The Council's report concluded, "Clearly, proprietary centers typified by those visited by Council members, cannot meet federally recognized standards and keep costs within the range that most of the parents served can pay, and still make a profit." In most cases, the dilemma is resolved in favor of profit.

In comparison to profit-making centers, the nonprofit centers — including publicly supported Head Start centers — fared somewhat better. Over half of these centers qualified as "fair" and only 11.4 percent were categorized as "poor" (Table 3).

As stated above, proprietary centers now account for between one-third and one-half of the child care centers in the United States. Roughly 500 centers are operated by nine or ten big firms (see Table 2). These were the same centers which the Child Welfare League of America focused on in a recent study on the expansion of day care. CWLA surveyors, from 1970-74, studied the operations of 70 firms and those of three franchise systems.

Looking first at the effect of

franchising on the quality of day care services, the CWLA summarized their findings as follows:

> "Counseling was infrequently provided. No 'social-services counseling' of the type that one would usually associate with comprehensive day care was provided in any of the operations studied.
>
> "The kind of child care provided ranged from damaging to fair. The very best example of child care, provided by an operator who considered that the center was providing outstanding service, was only custodial. Routine activities were the rule in centers; staff-child ratios were such that individualized child care was not possible.
>
> "Nutrition was adequate, but not outstanding. Most centers featured 'airlines-type' food, scaled down to child portions. The food was bland, but acceptable. No attempt at nutrition education was noted. In one center, food was withheld as a means of disciplining children.
>
> "Education, as observed in operating centers and as described in manuals examined, was, like the food, a bland, scaled-down version of what is routinely available. Rote exercises were common; most curricula were traditional nursery school and kindergarten curricula 'simplified' for younger children. Only art activities were, in isolated instances, operating along acceptable lines.
>
> "Parent activities were part of only one franchise operation, which later ceased operation because it was not sufficiently profitable."

In explaining the low quality of care offered by the franchise operators, the summary report indicated that several operators admitted "that the fees required to be paid to the franchiser were so high that they had to cut back on services in order to survive in the business." More specifically, it was found that operators who purchased franchise rights ended up paying 12 percent of their income to the franchise firm. For example, if a franchise center charges a weekly fee of $25, pays $3 to the franchiser and also expects a profit of $3, the care provided with the remaining $19 is of necessity custodial. In comparison, the CWLA states, "As of mid-1974, good nonprofit care costs $40-$45 per week."

Although the CWLA opened its study with the optimistic assumption that some private, for-profit operations could be found to provide adequate services to children, they found no such operation. Commenting on this phenomenon, the director of the League's Washington office, William Pierce, has said, "During the study, it became clear that franchised day care, chain day care, and all other large commercial enterprises could not (because of their need to return a profit) meet the needs for day-care services in a manner consistent with the public's need for the highest quality services at the lowest possible cost."

While the threat of corporate entry into child care has somewhat diminished (there are only 500 or so franchised or chain-run centers in operation), the number of private for-profit centers still remains significant, at more than 40 percent of the total. Yet, unless the pending legislation in Congress explicitly limits federal funding to nonprofit centers or programs, the private for-profit sector could proliferate overnight.

There should be no mistake about the intentions of the for-profit operators. Their goal or primary motive is profit.

And, according to a recent survey of big corporate-run centers done by Joyce Goldman the profit goal is for a 25 percent return on investment. According to the survey, which Ms. Goldman wrote up for MS. Magazine, this goal can only be realized by applying the following formula:

> A well-run 100-child center can show a 25 percent profit -- approximately $25,000 annually in a nonfranchised center -- by spending 40 percent of its revenues on staffing, and about 35 percent on rent, supplies, equipment, and food. Profits are turned over to the parent company, either to expand operations and increase corporate profits or to pay shareholders' earnings. Nonprofit centers spend 75 percent of their revenues for staff, by hiring additional, better-paid staff and providing for auxiliary services.

As representatives of the profit-making operations have indicated, they stand ready to line up for their share of federal assistance. In testimony on the proposed Brademas-Mondale bill before Congress, the National Association of Child Development and Education which lobbies for profit-making operators stated:

> It is painful to observe that the pending bills would impart to private providers only the participatory status of a marginal afterthought, and would cause them effectively to be the objects of statutory ostracism, a condition seen to be doubly dangerous in terms of today's troubled, investment climate. Private enterprise has millions of dollars invested in child care centers. At times other than the present, budgetary reality would make insupportable any plan to have one level or another of government take over that investment. Today, that prospect does not even bear contemplation. But unless participation is to be made possible for the private provider, some form of indemnification is essential.

Profit vs. Quality

How do proprietary operators keep costs down and profits up? The two main studies outlined above would suggest they simply keep the quality of their service at the lowest level possible within the bounds of two key constraints -- the degree of enforcement of standards (assuming standards exist) and the extent to which there are other alternatives of which the consumer is aware.

1. Staff/Child Ratio. Though virtually all experts in the field of early childhood education agree that the most important factor in quality care is a high teacher-to-child ratio, most proprietary operators cannot afford to agree. The profit operators try to keep this ratio as wide as possible under state laws.

   If these centers were forced to conform to federal standards (1:5 for three and four-year-olds), most of them would close. States allow 10 to 20 children per adult or staff member.

2. Salaries and Wages. Teachers in these centers are paid from 20 to 40 percent less than public-school teachers. These low salaries most often reflect the lack of a college degree, teacher certification, and/or special training in early childhood education. Aides and other hourly paid employees are usually paid the minimum wage ($2.20 per hour).

3. Size of Center. Usually the chain operators attempt to reduce costs by keeping the size or capacity of the center at 100 children. Though there are economies of scale to be gained, some experts contend that the gains are achieved at the expense of better care for the children.

4. Space Per Child. Another way of saving money is putting as many children in a given space as possible. Even in states where the number of square feet per child is regulated, the requirement is normally 35 or less, about 10 to 15 square feet short of what many experts consider desirable.

5. Special Services Staff. Although federally funded centers are required to provide special staff such as child psychologists, social and health workers, the proprietary centers seldom provide any of these services.

6. Parent Involvement. Involving the parents in a comprehensive child development program is a required ingredient in high quality, public day care. However, private or corporate operations do not provide staff sufficient to insure such involvement. Also, parents are not owners nor do they sit on the board of directors of the firms.

In the process of squeezing out a profit from tuition, the proprietary operations, particularly the bigger corporate enterprises, must sometimes compete. For the profit-making operators, this requires expenditures for advertising and public relations. For example, according to the recent study "Corporations and Child Care," published by the Women's Research Action Project, Living and Learning Centers, Inc. spent about $70,000 on advertising in 1972. The study made the following appropriate comparison:

> The money Living and Learning spent on advertising in 1972 could have paid for full scholarships for thirty-nine children to attend their centers for fifty weeks.

The obvious conclusion is that in order to turn a profit, a firm must keep costs below the price of the product or service it offers the consumer. In a proprietary day-care operation, whether franchised, chain-run, or owner-operated, the motive and process is no different from any other private enterprise.

Understanding this process should lead teachers, parents and other concerned groups and individuals to the conclusion that only a publicly run early childhood education program, preferably coordinated by the public school system, can guarantee the kind of quality we all want for our children.

TABLE 1

NUMBER OF LICENSED AND APPROVED DAY CARE CENTERS BY STATE, JULY 1975

State	Number of Centers	State	Number of Centers
Alabama	750	Montana	65
Alaska	55	Nebraska	125
Arizona	450	Nevada	140
Arkansas	538	New Hampshire	425
California	3,100	New Jersey	1,000
Colorado	319	New Mexico	341
Connecticut	828	New York	1,570
Delaware	111	North Carolina	1,745
Dist. of Columbia	253	North Dakota	72
Florida	665	Ohio	1,644
Georgia	1,495	Oklahoma	650
Hawaii	156	Oregon	461
Idaho	157	Pennsylvania	420
Illinois	2,102	Rhode Island	33
Indiana	269	South Carolina	557
Iowa	671	South Dakota	41
Kansas	639	Tennessee	1,050
Kentucky	500	Texas	2,579
Louisiana	765	Utah	75
Maine	69	Vermont	NA
Maryland	587	Virginia	434
Massachusetts	1,359	Washington	398
Michigan	1,380	West Virginia	85
Minnesota	774	Wisconsin	813
Mississippi	900	Wyoming	40
Missouri	506		
		Total	34,161

Source: Education Commission of the States, "Day Care Licensing Policies and Practices, A State Survey, July 1975," Report No. 72.

Note: A survey conducted in 1972 by the National Center for Social Statistics, U.S. Department of Health, Education and Welfare, estimated the number of for-profit centers at 40-45 percent of all centers.

TABLE 2

LARGE CORPORATE DAY-CARE OPERATIONS

Company	Number of Centers 1971	Number of Centers 1974-75	Number Franchised	Location
Alphabetland	13	27	(22)	New York, New Jersey, Maryland, Florida
American Pre-Schools, Inc.	15	38	(13)	Arizona, New Mexico, Iowa
Amerikid	2	65	(65)	Ohio, Alabama, Indiana, Tennessee
Day Care Centers	11	32	(29)	Northeast U.S.A.
Edu/Care, Inc.	1	8	(0)	Tennessee
Kinder-Care	21	120	(0)	Southeast U.S.A.
Les Petite Academes	70	95	(17)	12 States
Living & Learning Centers, Inc.	11	28	(0)	Massachusetts, Connecticut
Mary Moppets	30	72	(48)	16 States
Playcare Centers	33	28	(0)	New Jersey, New York, Connecticut
Singer Learning Centers	6	9	(0)	New Jersey, Maryland
Others (2 to 5 centers)	20	47	(12)	U.S.A.
Totals	233	567	206	

SOURCES: Annual Reports of the Corporations, Franchise Opportunities Handbook, U.S. Department of Commerce, Domestic and International Business Administration and Office of Minority Business Enterprise; and, the National Association of Child Development and Education, Washington, D.C.

TABLE 3

NUMBERS AND PERCENT DISTRIBUTION OF NON-PROFIT AND PROPRIETARY CENTERS BY IMPRESSION OF QUALITY OF CARE

	Non-Profit Centers by Auspice														Proprietary centers	
Impression of Care 1/	Head Start No.	Head Start %	Other Public No.	Other Public %	Philantropic No.	Philantropic %	Part Public Part Philan. No.	Part Public Part Philan. %	Hospital No.	Hospital %	Other No.	Other %	Total No.	Total %	No.	%
Superior	5	10.9	4	8.3	6	8.8	6	8.0	2	16.7	3	9.7	26	9.3	1	1.0
Good	15	32.6	15	31.2	23	33.8	21	28.0	4	33.3	1	3.2	79	28.2	15	14.5
Fair	22	47.8	26	54.2	30	44.1	44	58.7	4	33.3	17	54.8	143	51.1	36	35.0
Poor	4	8.7	3	6.3	9	13.3	4	5.3	2	16.7	10	32.3	32	11.4	51	49.5
Total	46	100.0	48	100.0	68	100.0	75	100.0	12	100.0	31	100.0	280	100.0	103	100.0
Inadequate Information	1		--		11		4		1		7		24		24	

1/ Impression of care is based on review of such factors as adult-child ratios, size of groups, services reported to be available, salaries reported paid, information on training, parental participation, hours open, observations of Council survey participants on educational program, space, equipment, and other relevant aspects of care.

SOURCE: "Windows on Day Care," by Mary Dublin Keyserling (A Report Based on Findings of the National Council of Jewish Women), 1972.

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A Roundup of Where Groups Stand on the AFT's Position

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A ROUNDUP OF WHERE GROUPS STAND ON THE AFT's POSITION

It is difficult to tell the players in the child care legislation game without a scorecard. The following list of organizations names the major league players. This listing attempts to explain the function of the organization, where it is located and its position, if any, on the issue of prime sponsorship for the public schools.

American Academy of Pediatrics
1801 Hinman Avenue, Evanston, Ill.
60204

A group of 17,000 pediatricians organized to promote physical, emotional and social health of children. In testimony on the Mondale-Brademas bill, the AAP, through its representative, said the AAP "had not considered the public schools as presumed prime sponsor," but thinks they may be appropriate in a given situation. As for profitmakers being excluded from the program, AAP was against this. "The American Academy of Pediatrics does not think 'profit' is a dirty word," according to their spokesman.

American Association of Colleges for Teacher Education
One Dupont Circle, Washington, D.C.
20036

Advocates for improving teacher education have made their support clear. Executive Director Edward C. Pomeroy says, "The American Association of Colleges for Teacher Education would like to cooperate with the American Federation of Teachers relative to promoting a bill that would tie most federal early childhood education monies to existing public school systems and require all program personnel associated with these federal dollars to be licensed or certified."

American Association of Elementary-Kindergarten-Nursery Educators
1201 16th Street, N.W., Washington,
D.C. 20036

Uniting elementary educators to improve and widen educational opportunities for preschool and elementary children is a goal of this professional organization. EKNE was formerly associated with the NEA.

American Association of School Administrators
1801 Moore Street, Arlington, Va. 22209

State associations of school administrators belong to AASA and work to promote improvement of school administration at the national level. Although AASA has no formal position and did not testify on the bill, they favor a role for the public school in early childhood education. As a spokesman for the organization said, "We do not see this as an exclusive proposition and we are not going to fight it out on the line. We are very close to your position."

AFL-CIO
815 16th Street, Washington, D.C. 20006

The AFL-CIO Executive Council and the full convention have both fully endorsed public schools as "presumed prime sponsor" in child care legislation. Their position reads, in part, as follows:

> The unmet need for child care is greater today than it has ever been because large and growing numbers of women have to work. They are being forced to leave their children without the care and attention they need. Other

mothers, on public assistance, want jobs but cannot find adequate child care.

The statistics clearly show the growing nature of the problem:

-- From 1948 to 1973, the percentage of working mothers grew from 18 percent to 44 percent.

-- 26 million children (6 million under 6 years old) have working mothers.

-- 12 million children live in female-headed households where the median income is $6,195 if the mother works and $3,760 if she does not.

-- 5 million children live in single parent families where the parent is in the labor force and out of the home.

During this time of massive and still rising unemployment and continuing inflation, the family's real dollar shrinks. As husbands become unemployed, wives seek to replace their income. But to work, they must find decent care for their children.

More mothers are constantly entering the labor force and many more need and want work. But lack of adequate child care poses a major problem to all of them. In addition, millions of disadvantaged children, whose mothers are home, could benefit from child care services. There are 5 million children under 6 years of age in poor and near poor families, many of whom could benefit greatly from child care services.

Three staff departments of the AFL-CIO have a shared responsibility for promoting legislation of this sort.

- Department of Social Security: This department functions to provide services to officers and affiliates of the AFL-CIO by informing and keeping track of developments in child care. They monitor developments of regulations.
- Department of Community Services: This department works through the Central Labor Councils across the country and cooperates with the local labor bodies for better services in the community. Over 200 people are labor liaisons who work for United Way. The AFL-CIO policy on child care has been sent to every community service department and the newsletter of the Community Services Department has carried information on the child care policies adopted by the AFL-CIO.
- Department of Education: Promoting educational priorities is the aim of this department including vocational education, adult education and labor education. The education department has no real involvement with child care legislation but it does collaborate with and back up the Social Security Department. They also work on state legislation affecting education and offer assistance to labor members of local school boards.

American Federation of State, County, and Municipal Employees
1625 L Street, N.W., Washington, D.C. 20036

AFSCME is active in the child care

legislation battle. Testifying during the Mondale-Brademas hearings they said, "AFSCME believes that state and local governments should be the prime sponsors...We disagree with the AFL-CIO's position that public school systems should be the prime sponsors." AFSCME has fought against the AFT's position at both the AFL-CIO Executive Council meetings and at the Convention.

Association for Childhood Education International
3615 Wisconsin Avenue, N.W., Washington, D.C. 20016

An organization of persons interested in early childhood education, ACEI holds a yearly study conference as well as regional conferences and has a professional library and loan service for its members as well as research and educational material. They have little political involvement.

Bank Street College of Education
610 West 112th Street, New York, N.Y. 10025

This specialized institution, with heavy funding from foundations such as the Ford Foundation, is active in early childhood policy, staff training, and has a direct impact on the quality and approach in delivering early childhood services, especially in New York City.

Black Child Development Institute, Inc.
1028 Connecticut Avenue, N.W., Suite 514, Washington, D.C. 20036

An advocacy group for black children that also gives supportive services to local community-controlled child development centers. Favors community control and parent control of child development programs.

Child Development Associate Consortium
7315 Wisconsin Avenue, Suite 601 East, Washington, D.C. 20014

This Office of Child Development project aims at replacing traditional staff training approaches with a competency-based alternative. Three organizations, ACEI, EKNE, and NAEYC, are the bulwark of the consortium, which has come up with a loose standard aimed at keeping certification qualifications to a minimum. The AFT has been highly critical of the work of this group.

Child Welfare League of America
67 Irving Place, New York, N.Y. 10003;
Washington office: 1346 Connecticut Avenue, N.W., Suite 310, Washington, D.C. 20036

This 55-year-old organization is a national accrediting and standard setting body with 400 member agencies which does research, consultation, standard setting, and through its Washington office, works with national groups to promote better child care. With the exception of prime sponsorship (the League believes there should be no presumed prime sponsor), their position is similar to the AFT. For several years the director of the Washington office has stated that universal early childhood programs can best be provided through the public schools.

Children's Defense Fund of the Washington Research Project
1520 New Hampshire Avenue, N.W. Washington, D.C. 20036

CDF is a foundation-funded advocacy-research organization that works through coalitions of groups with similar aims and monitors. It litigates and gives support to local groups and parents to improve child care and has been highly critical of the public schools. Director Marian Wright

Edelman's testimony at the Child and Family Services bill hearings was direct. "I'm opposed to giving schools a whole new set of responsibilities when they are so far from meeting the ones they already have."

Conference of Mayors
1620 I Street, N.W., Washington, D.C.
20006

The organization of the nation's mayors is a key part of the support for the child development coalition at least partially because mayors have a key role in operating Head Start child development programs under the Community Action Program of the Economic Opportunity Act. Mayors are likely to be interested in obtaining control of any new large early childhood program.

Council of Chief State School Officers
1201 16th Street, N.W., Washington,
D.C. 20036

Acting as a clearinghouse for information pertaining to education management and related goals, CCSSO aids members across the country. In prepared testimony on the Mondale-Brademas bill CCSSO said, "In addition, in Section 104 (d), other prime sponsors, our position is that a specific first priority should be provided to applications from governmental agencies such as states or local education or other service agencies, and secondarily, to the other entities listed in that section."

The Council for Exceptional Children
1920 Association Drive, Reston, Va.
22091

This organization as well as United Cerebral Palsy Association, Inc., American Speech and Hearing Association, National Association of Coordinators of State Programs for the Mentally Retarded and the National Association for Retarded Citizens testified as a panel at the Mondale-Brademas hearings. They said, "Before the public school system became responsible for handicapped children, there was no single agency that parents could turn to for their handicapped child...Public schools are responsible...We want the school system to have the responsibility."

Day Care and Child Development Council of America, Inc.
1012 14th Street, Suite 1104, Washington, D.C. 20005

This organization was established to work for community-controlled universal day care programs. Proprietary interests participate in this organization. A position paper by Theodore Taylor, executive director of DCCDCA makes their stance clear. "Mr. Shanker has demanded that public schools be given exclusive control over all child care funded by a comprehensive child development bill. This seems a patently unreasonable position to us." The AFT has not demanded exclusive control for the public schools, of course, but this continues to be overlooked.

Education Commission of the States: Early Childhood Project
1860 Lincoln Street, Suite 300, Denver,
Colo. 80203

This organization works to assist states in beginning services in early education and expanding child development services. ECS can help states with planning, administration, licensing and gathering of information about particular needs of a locality. It also serves as a clearinghouse for information and publishes a bi-monthly newsletter as well as material on possible projects for child care.

League of Women Voters
1730 M Street, N.W., Washington, D.C.
20036

This group has universal child care as a goal and local chapters work with interested people to set up day care facilities. Education of the public on child care is done by the Early Childhood Project through a newsletter.

National Association for Child Development and Education
500 12th Street, S.W., Washington,
D.C. 20024

Privately-owned day care operators belong to this organization which lobbies for them. Its executive director, Wayne Smith, wrote in an article for a child care magazine that the public schools are not a good choice for prime sponsor since "Society in general considers that its public schools provide a dubious product at dreadful prices."

National Association for the Education of Young Children
1834 Connecticut Avenue, N.W., Washington, D.C. 20009

NAEYC works for the needs of young children through information exchange, study of public policy, publications on early childhood and issues concerning children. The organization gained prominence in the Head Start years and many of its members work in or are associated with Head Start. NAEYC worked with the Office of Child Development on the feasibility study for the Child Development Associate (competency-based approach) to early childhood education.

National Association of State Directors of Child Development
300 Lincoln Tower, 1860 Lincoln Street
Denver, Colo. 80203

A group of statewide coordinators or operators of children's services, they are usually attached to the office of the governor. In the various states they often compete for jurisdiction with state offices of education and state departments of welfare. In many states they are part of an overall human services umbrella that governors would prefer to see play the major coordinating and effective operating role. President of NASDCD, John Himelrick says, "If local groups are designated as prime sponsors, the all-important element of statewide planning and coordination is sorely crippled, if not totally destroyed."

National Coalition for Children
6542 Hitt Avenue, McLean, Va. 22101

A newly formed lobbying group connected with the American Conservative Union, NCC is a coalition of parents' organizations in forty states. Their purpose is to defeat the Child and Family Services Act. As their "Legislative Alert" newsletter puts it, "If this bill passes, the elitist social engineers now in control of public education would be in a position to extend their destructive influence over vast numbers of pre-schoolers and their families."

National Congress of Parents and Teachers
700 Rush Street, Chicago, Ill. 60611

The PTA is an organization of 7½ million members who have listed quality services to young children as a legislative priority. President Lillie E. Herndon's statement on the Mondale-Brademas bill: "To guarantee the best possible delivery of the new services promised in the bills now under consideration, the prime sponsor should not be limited to one particular agency, as for example, the public schools. We would comment further that where schools are able and willing to take on such increased responsibility, they could very well be so designated."

National Council of Jewish Women
1 West 47th Street, New York, N.Y.
10036

NCJW provides funds for research into child care conditions and has published "Windows on Day Care," a survey exposing the poor child care in America. Decent standards are a top goal of this organization and they lobby for the exclusion of profitmakers in child care as well as comprehensive child development legislation. They also participate as volunteers in child care programs operated by voluntary organizations. They have no position on prime sponsorship.

National Council of Organizations for Children and Youth
1910 K Street, N.W., Washington, D.C.
20006

A large umbrella group of over 200 voluntary organizations with separate clusters formed around specific needs of children and youth. The Day Care Alliance has been working for universal child care. The AFT belongs to NCOCY. Carl Megel, codirector of AFT's legislative department, is the newly elected secretary of the organization. They have no official position on the prime sponsorship question, but favor strong standards and quality child care.

National Council of State Public Welfare Administrators
1155 16th Street, N.W., Washington,
D.C. 20036

The most politically active part of the American Public Welfare Association, this group has opposed new early childhood funding provided outside the Social Security Act. This organization prefers to operate as much of the human services network as possible in each state. In most states the Department of Welfare is under the administrative control of the governor.

National Education Association
1201 16th Street, N.W., Washington,
D.C. 20036

The National Education Association fully supports the AFT's position on public school prime sponsorship of child care. As former NEA president James Harris testified on the bill, "Thus, given the resources and the experiences of the public schools, there is every reason why the public schools should be designated as prime sponsors under the legislation now being considered."

National Governors Conference
1150 17th Street, N.W., Washington,
D.C. 20036

An important force in all social programs, this policy-making arm representing 50 governors was not involved in the 1971 push for child care legislation. Size of prime sponsor was a critical issue with the coalition opting for a position that gained support of the League of Cities -- Conference of Mayors.

National Head Start Directors Association
600 S. Michigan Avenue, Chicago, Ill.
60605

Offering technical assistance and information for Head Start directors is the purpose of this organization, which has a yearly conference. A change in child care delivery system would not be beneficial to them.

National School Boards Association
800 State National Bank Plaza,
Evanston, Ill. 60201

With education and legislation as goals, NSBA works to promote general educational matters. A resolution from their delegate assembly: "The National School Boards Association urges that Congress give increased attention to the matter of federal financial assistance to public schools for the encouragement of early childhood development programs. The NSBA further urges coordination of the educational component of all early childhood programs with the public schools."

United Auto Workers
1125 15th Street, N.W., Washington,
D.C. 20005

This labor group is not affiliated with the AFL-CIO. It does work in areas of social concern. UAW lobbyist Richard Warden, formerly lobbyist for the Washington Research Project Action Council of the Children's Defense Fund is interested in child development legislation.

United Neighborhood Houses of New York, Inc.
101 East 15th Street, New York, N.Y.
10003

Concerned with day care and Head Start programs in New York City through the settlement houses in many communities, this organization is vocal about its position on day care policy. "We are unalterably opposed to legislation such as that proposed by Albert Shanker, President of the American Federation of Teachers, which would make day care become part of the public school system."

United Way of America
801 N. Fairfax, Alexandria, Va. 22312

The United Way works in communities nationally for citizen review of programs, local planning and coordination of voluntary and governmental programs. Due to the AFL-CIO's large contribution to the United Way, over 200 labor-liaisons work through the community services department of many central labor bodies. The child care policy of the AFL-CIO is part of their information. United Way Fund drives support a variety of voluntary agencies providing child care services.

Key Questions and Answers on the AFT's Position

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KEY QUESTIONS AND ANSWERS ON THE AFT's POSITION

Question: Isn't the AFT promoting the fragmentation of day care forces by insisting on public school presumed prime sponsorship?

Answer: Many day care groups — particularly those that would have great difficulty meeting the standards set by public school systems for staff, facilities and program — are opposed to the AFT position. It is only natural for them to accuse the AFT of creating conflict. Since the real issue is how to best restructure day care and early childhood services so as to deliver the best programs and at the same time unify the groups that want them, some opposition from those already delivering services is to be expected. A long range view would suggest, however, that if public schools ever do sponsor these programs the current controversy over administration will give way to a unified, consolidated support for more and better programs. In other words, a fight today over basic organization may lead to a strong, unified day care constituency tomorrow.

Question: Why mount a campaign of this sort at this time? Won't President Ford just veto the bill anyway?

Answer: It is true that President Ford would probably veto such a bill if it passed both Houses of Congress and reached his desk before the end of his term. In fact, he said precisely that at a recent press conference. There are two observations to make in light of such a pessimistic projection. First, vetoes have been overridden particularly if there is a large constituency of groups which fight to insure a bill's survival. The recent Congressional override of the President's veto of the 1976 education appropriations bill is a good example. If day care and early childhood services under the Child and Family Services Act are administered through the public schools, the same public school groups would undoubtedly fight for a similar override. Without these groups the fragmented day care constituency has only itself to call on. Secondly, mounting a campaign of this sort will take time. It may even span two administrations, and the next administration may be more friendly to the idea. AFT locals will have to begin their work now, despite the immediate prospects of a possible Presidential veto.

Question: What does "presumed prime sponsor" mean?

Answer: As "presumed prime sponsors" public school agencies would administer early childhood education programs provided they meet the bill's standards and that they wish to do so — in other words if they are willing and able to undertake these responsibilities. If they choose not to, or could not administer these programs, other agencies that meet the bill's standards could do so. The AFT is opposed, however, to profit-making day care outfits obtaining a prime sponsorship role.

Question: Why should early childhood and day care programs be sponsored by public school systems? Haven't the public schools failed in educating the children already there? And, how will they allow for the flexibility which programs for young children must have?

Answer: No matter what its faults the public school system could never be considered a failure. Despite the fashionable tendency of the day to point to declining reading scores and the mercurial shifts in test performance being demonstrated by the present generation of school age children, what is often overlooked is the fact that these tests are periodically renormed to adapt them to higher test performance averages. Besides, even school critics have pointed out that not all of what is obtained from schooling is measurable. Even so, perhaps the most dramatic evidence of school success is the clear rise of national literacy rates over the past few decades. Where schools are failing it is most likely because they don't have the resources to do the job, particularly if the needs of special children are a factor. But, whatever the failings of the public schools, they cannot compare with the inadequacy of most contemporary day care services. These inadequacies are clearly documented in a number of reports including Windows on Day Care, Early Schooling in America and a recent HEW audit. As for flexibility, there is no reason why public school administrations cannot provide for a wide range of programs. Where they might be justifiably inflexible is on issues of poor quality or inadequate standards.

Question: How does the AFT program provide for parent involvement?

Answer: School boards are accountable for local education but their members are elected or appointed by elected officials and are responsible to the entire local citizenry. School board meetings, where policy decisions are made, are always open to parents and others. School critics do not find it expedient to point out the many parental involvement programs operating within the schools — under Title I, ESEA; Head Start; parent education and training programs and so forth.

Question: Many researchers claim that we do not really know enough about how important the early years are to the intellectual growth of children. Is it really a good idea to insist on a downward extension of schooling when we are so uncertain?

Answer: Providing day care and early childhood services through the public school system does not necessarily imply a "downward extension of schooling" as we know it. Presumably the needs of very young children would be met with a variety of programs geared to their developmental level — not all of which would, or should, be aimed at their intellectual growth. We do know that the early years are critically important to children's total growth whether or not we can pin a particular I.Q. or other score on the amount. Given this it is hard to dispute the argument that good early childhood and day care programs can provide children with the needed stimulation whether it be social, emotional or intellectual — that they may not receive at home.

Question: Why is the AFT insisting that only certified teachers work with young children?

Answer: The AFT has no such position. Since, undoubtedly, early childhood programs will make heavy use of paraprofessionals and other support personnel. But certified specialists in early childhood must be in charge of such programs since dealing with young children requires specific knowledge and training. Each state and local system will set its own requirements for early childhood certification and licensing and each should reflect the fact that understanding and working with young children requires extensive knowledge and expertise if day care and early childhood programs are ever to become more than custodial-type babysitting operations. Specific qualifications for paraprofessionals and aides should also be established.

Question: Why should we begin with a campaign over federal legislation? Wouldn't it be better for locals to press for the use of tax levy and state funds for new programs?

Answer: A broad universal effort in early childhood and day care will probably not get off the ground without a substantial federal start-up commitment. State and local funds must be used to supplement the federal contribution and extracting these funds from local governments must be part of the long-range plans of AFT locals. But, the hope for a comprehensive national effort may never be realized if the initiative is left to the piecemeal enthusiasms of state and local governments.

Question: Since the $2 billion a year requested by the AFT is obviously not enough to provide free and universal care for everyone who needs it, why not use income as an eligibility criterion for selecting children to be served?

Answer: Historically federal support for early childhood and day care programs has defined them as programs for the poor. They have been used as supplementary "pay-offs" to encourage welfare mothers to work. This is one of the reasons that the legitimate educational components of such programs have been neglected. They have been conceived of as primarily custodial operations. Making them broadly available could change all that. If federal day care ever expands to service the middle class, chances are it will grow and become the quality program everyone wants it to be. Unfortunately, programs geared to the poor will never obtain the political support needed to insure quality. Nor, in the case of day care, is the importance of an educational component acknowledged under such circumstances. If eligibility criteria must be established, they should be based on a need that cuts across socio-economic class lines. Priority for working mothers and single parents might be one example.

Question: By encouraging the expansion of day care aren't we also undermining the central role of the family in raising children?

Answer: This was the argument used by former President Nixon when he vetoed the Comprehensive Child Development Program in 1971. Actually, precisely the opposite is true. A mother who is able to help support her family by working and placing her young children in a day care center is helping to maintain family stability. Without day care she may have to go on welfare and leave her husband in in order to support her children. Comprehensive day care services could also be supportive of families by helping them determine the special needs of their children and by offering counseling, diagnostic and other assistance in filling them. Day care can also help single parents stay with their children by enabling them to work. Certainly one parent is more of a family than none at all.

Question: Isn't the AFT just trying to take over the day care field so it can create public school jobs for its members?

Answer: To begin with, the AFT has made it very clear that there is no reason why existing quality programs supported by this bill cannot come under public school jurisdiction and remain pretty much as they are, providing they meet the standards set by the public school system and the bill. Nor will programs supported by other legislation be phased out though it would be advisable if these too would look to the public schools for eventual sponsorship. What this position means is that many day care workers now in quality programs will remain there. What the AFT is arguing for is expansion -- an expansion of funding that would help local schools make use of the extra space they now have and the qualified teachers available for such programs. If this is job creation to provide a needed service, so be it. Whether or not those who work in these programs become AFT members is up to them.

Question: Won't it be impossible for many day care programs now operating to keep going if they are forced to meet public school salaries and standards and, if this is true, won't the ultimate effect of public school prime sponsorship be to cut back on programs?

Answer: The real question is what is the best way to begin to build a quality national program. Some programs that now exist will not qualify for public school funds because some of what now passes for day care will never meet public school standards. The demise of such services would be no loss. It is preferable to give day care and early childhood education a good name and legitimize its importance by providing as many good programs as possible from the federal funds that are appropriated. There is no point in spreading bad programs around simply so we have more of them. Going the public school route is more likely to provide a sound start. Besides, since early childhood education and development is a highly complicated area demanding sophisticated expertise, there is every reason why the people in it should earn as much as other public school personnel.

Question: Are schools really equipped to provide the full range of services necessary for quality child care including health, nutrition, local services and family support services?

Answer: They are already doing so to some degree with Head Start and other programs. If schools are presumed prime sponsors they will be able to contract with other local agencies like health and welfare departments for comprehensive services. Using schools as the coordinating agent will probably mean better services since delivery will be simpler and more uniform.

Question: How can the public schools accommodate present forms of day care and early childhood service such as day care homes, family day care, etc?

Answer: Except in the case of inferior programs, the main thing that will change if public schools become presumed prime sponsors is the administration of programs. In many instances their forms will remain essentially as they are. There is no reason why day care homes and family day care centers cannot be administered by public school systems. In many of them child/adult ratios and other standards would have to change to meet the public school requirements, but their underlying conceptual organization could easily remain as is.

Question: How much would such a program cost?

Answer: Obviously costs would vary greatly from locale to locale depending on such factors as cost of living, local salary scales and certification requirements, etc. The $2 billion being suggested by the AFT, as a start-up figure, should provide the beginnings of a federal effort that could be expanded later as support and interest grow.

Question: How would services administered by the public schools be coordinated with early childhood and day care services now authorized by other legislation?

Answer: If the Child and Family Services Act is amended to provide for public school presumed prime sponsorship, funds authorized under the bill will be distributed to public school systems except in instances where the public schools are unwilling or unable to sponsor programs. This means that those programs which wish to get these funds should work with the public schools. Those whose funding comes from other sources can remain as they are. But, services funded mainly with Child and Family Services Act money should be able to receive other federal funds as well.

IV. EDUCARE: EARLY CHILDHOOD EDUCATION

AFT Convention Resolution — 1975

The unmet need for early childhood education and child care is greater today than it has ever been.

First, we now know that the individual develops up to 50% of mature intelligence before age four. Another 30% develops between ages four and eight. Children whose intellectual growth is neglected in those very early years suffer immeasurable damage to their learning ability.

Second, growing numbers of women are working and they are forced to leave their children without the care and attention they need. Other mothers, on public assistance, want jobs but cannot find adequate child care. Six million children under 6 years old have working mothers. Twelve million children live in female-headed households where the median income is $6,195 if the mother works and $3,760 if she does not.

In increasing numbers, poor, working poor, lower middle class, and middle class women need and want to work, and they need good educational care for their young children.

Third, the schools, facing declining enrollments, have enough available space to provide care and education to the youngsters who need it. There are enough qualified teachers and other school professionals, as well as paraprofessionals, available and eager to serve our nation's youngsters.

By any measurement, the nation lacks a comprehensive system of quality child care services to meet these needs. Some local efforts in the child care field have been undertaken over the years with some success. Thousands of children have received beneficial, high-quality services from programs developed by labor unions, parent cooperatives, and local community organizations and church groups. Such programs fill an important need in the communities they serve. These programs, like the excellent centers operated by a number of AFL-CIO affiliates, should be encouraged and continued.

But these scattered efforts, however worthwhile, are clearly far from enough. The only real answer is a massive federal commitment to the provision of early childhood development and day care in communities throughout the country for all children who need these services. While we would not dismantle existing non-profit programs that meet federal requirements, AFT believes the school system is the most appropriate prime sponsor for child care and early childhood development programs.

The schools have a broad base of financial and community support. They are located in every neighborhood. The school system has democratically elected public leadership and qualified professionals who can plan programs, distribute funds, monitor and maintain standards, and coordinate supportive services. School systems can also provide coordination of diversified services such as in-home child care, family and group day care, homes and centers for children who are too young or not ready for large school facilities, as well as special services for the emotionally and physically handicapped.

Only public and non-profit groups should be permitted participation in early childhood and child care programs. Profit-making entrepreneurs and organizations have a sorry record in the provision of human services, especially in the nursing home, health care, and education fields. Because high quality costs money, profit makers seek to lower standards. Profit makers were excluded from providing day care under Head Start. They should continue to be excluded in any new early childhood and day care programs.

To meet America's need for a high quality early childhood education and child care program, the AFT calls upon the Congress to enact legislation that includes the following elements:

1. Achievement as rapidly as possible of the goal of free, high-quality comprehensive early child care services for all children who need them. Since the program will necessarily require a period of time to get fully underway, gradually increased funds should be provided toward earliest achievement of this goal.

2. Coordination by the public schools as prime sponsor of a range of programs, including health, nutrition, counseling and other necessary support services and child care in a variety of settings including family and group day care homes.

3. Insistence that all services must meet federal requirements and standards as well as all local school and facility codes and laws, and that all construction, renovation and repair undertaken under the program must conform to the prevailing wage standards of the Davis-Bacon Act.

4. Denying profit-making operators eligibility to receive federal funds.

5. Provision for effective parent involvement in these programs, since they are programs parents voluntarily choose.

6. Provision for proper certification and licensing of personnel and for training, retraining and in-service training of professional and paraprofessional staff.

7. Provision for full protection of the job rights and employment conditions of workers in child care programs.

We believe that high quality early childhood education and day care can help us begin to solve a number of our pressing social problems: it can reduce under-achievement; it can provide health and institutional care for those who otherwise might not have it; it can bring parents closer to the schools; it can stimulate school integration by providing quality programs at earlier ages. Such a program of education for the very young will benefit all of our citizens at every age.

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